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ABSTRACT

In presenting the work of participants before and during the Symposium, the report begins with an introduction giving an overall view of concepts, projects, and problems of functional literacy with reference to other sections of the report. The keynote lecture deals with functional literacy in the context of adult education--results and innovative effects. Other lectures are devoted to Paulo Freire's approach, documentation and international exchange of experiences, and pilot projects for large scale programs as they relate to functional literacy. Three working papers present topics serving as background information for discussion: life-long education; methods; and planning, organizing, and administering--again in relation to functional literacy. Statements were made to the working groups by representatives from UNESCO, the German Adult Education Association, and the German Foundation for International Development. The working groups' reports regarding functional literacy provide the basis for the Symposium's thirty main conclusions. A brief evaluation report based on participant interviews, the program, and list of participants are included. Reports from nine Arab and African countries are presented and synthesized, emphasizing adult literacy activities. A 17-page bibliography devotes three pages to functional literacy documents and the remainder to selected project materials. (AG)

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FUNCTIONAL LITERACY IN THE CONTEXT OF ADULT EDUCATION

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FINAL REPORT

International Symposium

FUNCTIONAL LITERACY IN THE CONTEXT OF ADULT EDUCATION

15 to 25 August 1973
Berlin (West)

Edited by Josef Müller

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CONTENTS

Page

PREFACE 1

1. INTRODUCTION 3
Josef Müller

2. OPENING ADDRESS 19
Erika Wolf (MP)

3. LECTURES 23

3.1. Functional Literacy in the Context of Adult Education. Results and Innovative Effects 25
Mir Moazam Husain

3.2. The Paulo Freire Method of Conscientization and Literacy 37
Rogerio de Almeida Cunha

3.3. Documentation and International Exchange of Experiences in the Field of Functional Literacy 45
Ahmed Fattahipour

Appendix: Abstract of the Expert Meeting on Documentation and Information Services for Adult Education, Geneva, 29 May to 1 June 1973 49

3.4. Implication of the Experiences Gained from Pilot Projects for Large Scale Programmes of Adult Literacy in the Context of Adult Education 55
John C. Cairns

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Page

4. WORKING PAPERS 67
Margo Viscusi

4.1. Functional Literacy in the Context of Life-long Education 69

4.2. Learning Aims, Methods, and Materials for Functional Literacy and Their Implications for Staffing 91

4.3. Planning, Organizing and Administrating Functional Literacy 107

5. INTRODUCTION TO THE WORKING GROUPS 127

5.1. Statement of UNESCO 129
John C. Cairns

5.2. Statement of the German Adult Education Association 131
Werner Keweloh

5.3. Statement of the German Foundation for International Development 133
Josef Müller

5.4. Catalogue of Problems 135

6. REPORT OF THE WORKING GROUPS, MAIN CONCLUSIONS 145

6.1. Literacy and Adult Education Policy 147

6.2. Contents and Methods of Functional Literacy and Their Implication for Staffing 153

6.3. Planning and Organization of Functional Literacy 163

6.4. Summary of the Main Conclusions 173

Page

7. EVALUATION 177
Helga Rudinger

8. PROGRAMME 181

9. LIST OF PARTICIPANTS 187

10. DOCUMENTATION 199

10.1. Country Reports

10.1.1. Ethiopia 201
10.1.2. Iran 219
10.1.3. Ivory Coast 231
10.1.4. Mali 239
Appendix: Kibaru 256
10.1.5. Nigeria 267
10.1.6. Somalia 283
10.1.7. Tanzania 293
10.1.8. Tunisia 313
10.1.9. Zambia 345

10.2. General Synthesis of Adult Literacy Activities (based on the Country Reports) 381
Elaborated by the International Institute for Adult Literacy Methods, Teheran

10.3. Bibliography 413
Elaborated by the International Institute for Adult Literacy Methods, Teheran

PREFACE

In 1969 a questionnaire was prepared by the International Institute for Adult Literacy Methods and sent to all governmental and non-governmental organizations dealing directly with adult literacy. The purpose of the questionnaire was to receive details and to gain a more precise understanding of organization, methods, and techniques used by the different projects. The final report on the replies received was published in November 1971.

In first deliberations at that time it was envisaged to organize an international symposium in order to give the directors of a number of projects which appeared according to the results of the questionnaire to have certain particularly interesting features an opportunity, to present their projects, with special emphasis on the aspects which would seem to be particularly useful in view of their incorporation into other projects.

The Symposium was organized in close contact with UNESCO (Paris) by the German Foundation for International Development in cooperation with the International Institute for Adult Literacy Methods, Teheran, and the German Adult education Association.

In order to obtain concrete results and to avoid a mere and general exchange of experiences, the organizers decided in preparatory talks with UNESCO to concentrate the Symposium on specific difficulties and problems of functional literacy in African countries.

As the Experimental World Literacy Programme will come to an end in the near future, the objectives of the Symposium were:

1. To define the problem of illiteracy in relation to other educational needs of adults.
2. To summarize the main lessons learned from experiences gained in functional literacy projects during the last five years.
3. To draw the implications for future actions.
4. To consider the nature and form in which foreign aid could most effectively assist the development of literacy in the context of adult education.

This Report reproduces the intensive work of all the participants before and during the Symposium. We wish, therefore, to thank them for their open-mindedness and fruitful collaboration in working groups and plenary sessions. We wish also to thank the cooperating institutions: the International Institute for Adult Literacy Methods, Teheran, and the German Adult Education Association. We are particularly grateful to UNESCO for its professional assistance.

May the results of this Symposium serve to point out new ways and means of literacy education and encourage political decision makers, planners, educators, and scientists to cooperate as partners in development.

Dr. Gerhard Fritz
Director General

Dr. Josef Müller
Head, Out-of-School Education Section
Education and Science Branch

1. INTRODUCTION

Josef Müller (German Foundation for International Development)

This introduction to the Report gives an overall view of concepts, projects and problems of functional literacy and refers to the passages of the Report where details are discussed.

Since the Second World Conference on Adult Education (Montreal 1960), much of UNESCO's efforts and those of its Member States to promote adult education was devoted to literacy. In the world as a whole the percentage of adult illiterates fell from 39.3 per cent in 1960 to 34.2 per cent in 1970. Unfortunately, because of the simultaneous population increase, the number of illiterates increased in absolute figures from 735 million in 1960 to an estimated total of 783 million in 1970.

Whereas until the World Conference on the Eradication of Illiteracy (Teheran 1965) the illusion predominated that illiteracy could be solved by good will and major efforts, the complexity of the problem is now recognized. As literacy is part of a whole group of interrelated problems there is no simple answer.

1) New Concepts, New Definitions

Functional literacy is a conceptual framework, not a formula. Functional literacy must be interpreted as an exercise in literacy integrated with development, an exercise which becomes a constituent part of a development plan. It differs from mass campaigns with their uniform, standardized programmes in that its approach is selective, its programmes flexible and easily modified, designed in such a way as to take account of the diversity of collective and individual requirements and of particular situations.

Within the framework of a programme of functional literacy, the mastering of the skills of reading, writing and arithmetic and the professional, socio-economic and civic training are integrated activities oriented towards the solution of the practical problems encountered by the members of the particular groups in their professional and social lives. Functional literacy therefore can be defined as educational action combined with socio-economic and vocational training within the framework of a development undertaking.

Functionality in this context should be taken to imply an integration of literacy training — and adult education as a whole — into society so as to answer as well to economic development as to cultural and social needs and to make it possible for the learner to participate in the life of society and to change it from within.

As a prerequisite, functional literacy is part of adult education[1/], which in its broad sense designates any organized activity whose purpose is to foster in the adult the development of attitudes, knowledge and skills and the internalization of values that will equip him/her to perform his/her role in society in a more or less critical or creative fashion. Adult education in this sense must be functional. i.e. founded on the relationship between both man and work and man and environment, linking the development of the working individual with the general development of the community and so reconciling the interest of the individual with those of society.

1/ As far as the connection between literacy and adult education is concerned, see Keynote Lecture (p. 27 ff of this Report)

Functional education is that in which the individual fulfills himself within the framework of a society whose structures and whose superstructural relations facilitate the full development of human personality.

In a changing world functional education must be life-long and integrated in order to satisfy all individual and community needs. Beginning from early childhood, people should have access to opportunities for learning. At different times both society and the individual have different needs and at any given moment they have a variety of needs. Non-formal adult education (or in a broader sense any out-of-school education) should be seen as a functional whole consisting of interlocking standardized units ("credit system") flexibly and complementarily linked with the formal educational system (from pre-primary to higher education) to one unified national education system.[1]

Functional literacy in the context of adult education is therefore a system of literacy programmes closely integrated with development activities and concerned as part of a continuing system of adult and life-long education which is flexibly linked to the formal school system.[2]

2) New Programmes - New Projects

To try out, examine, and develop the concept of functional literacy, the Experimental World Literacy Programme was established. The main pilot projects of the programme are implemented by national governments and UNESCO[3] or, in the field of agricultural development, by FAO with a UNESCO literacy component. To the first category belong the projects in Algeria. Ecuador, Ethiopia, Guinea, Iran, Madagascar, Mali, the Sudan and Tanzania, to the second projects in Afghanistan, India and Syria.[1]

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[1] See: A Retrospective International Survey of Adult Education, UNESCO 1972, pp. 22 - 27 and Final Report: Third International Conference on Adult Education (Tokyo 25 July - 7 August 1972) UNESCO 1972, p. 179

[2] See Report of Working Group 1 (p. 149 of this report)

[3] Sometimes with technical assistance from other UN Specialized Agencies

By July 1971 235,000 adults were following functional literacy classes within the experimental projects. By this date the projects had trained about 8,000 instructors in addition to the supervisors, administrative staff and pedagogical advisers concerned with activities.

The differentiating feature of the new experimental functional literacy projects was to relate literacy directly to national priorities without discarding the earlier concept of a literacy standard high enough to ensure permanence and utilization of the three R's (reading - writing - arithmetic) as well as civic and community orientation in everyday life. However, while at the general conceptual level all projects developed literacy in relation to concrete objectives, at the operational level variances manifested themselves according to the varying role of literacy in contributing to development, to different organizational patterns and resources, and divergencies in national policies and different methods and techniques.[2]

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[1] The project in Venezuela is run by national resources; only the evaluation component is financed by the UN. In Kenya SIDA is helping a FAO rural development project with a literacy component (UNESCO). In Zambia two UNESCO experts are attached to a project subsidized by the Secondary Schools Students' Association of Denmark and Norway. In Niger a UNESCO expert is working in a functional literacy project which receives funds from a Swiss foundation (FOPOTEC). UNESCO experts also served in the people's Republic of the Congo, Guatemala, Laos, Paraguay, Saudi Arabia, Senegal and Togo.

[2] See Literacy 1969 - 1971. Progress achieved in literacy throughout the world, UNESCO 1972, p. 44f, See further the Keynote Lecture (p. 29ff of this Report) and Summarizing Lecture (p. 55ff of this Report)

3) Problems - Experiences

Putting into operation functional literacy programmes proved to be difficult, perhaps more difficult than originally foreseen. The functional literacy approach is selective, intensive, global, integrated and tailor-made.[1] Programmes are offered to those who can benefit most from literacy; they are concentrated over a short period, so that what is learned is immediately used; they are aimed at educating the whole person, not just importing isolated knowledge and skills; they combine literacy with other knowledge and skills in one programme balancing practical and theoretical learning and are designed individually for relatively small groups, elaborated on the spot with the participation of all concerned.

Though the concept of functionality seems to be generally accepted, functional literacy education (as adult education in general) will be effective only when the national policy gives high priority to the educational system (adult education included!) If, as is universally admitted, adult literacy is a major problem, then clearly it should be treated as such and should receive serious attention within both educational and overall national budgets and plans.[2] Governments set national development priorities and goals; therefore they have to determine the overall conditions in which functional literacy can thrive.[3]

Unfortunately, functional literacy is often seen in the context of economic growth and manpower requirements only. The Tokyo Conference on Adult Education therefore recommended that "in addition to its emphasis on socio-economic development, functional literacy should also aim at the awakening of social awareness among illiterate adults so that they may become active agents in the building of a new and better society".[4] When launching functional literacy projects, development should be conceived in holistic terms with economic, social, cultural, educational, scientific and other vital components inseparably integrated[1]. The view of Paulo Freire, who sees literacy education as a process through which the illiterate becomes aware of his own creative powers and comes to view literacy as a tool for liberating and expressing his powers, cannot be excluded furthermore. Literacy education involves a very basic change in the learner's self-image and in his view of society and his place and role in it. If literacy education is to bring the illiterate out of his "culture of silence" and allow him to assign himself an active role in society, society must be ready to accept his contribution.[2]

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[1] See Working Paper 2 (p. 91 ff of this report)
[2] See Report of Working Group 1 (p. 149 of this Report)
[3] See Working Paper 3 (p. 108 of this Report)

[4] Final Report p. 40

Unfortunately, even if the theoretical concept is excellent, practical implementation becomes crucial. Even if the concept of functionality is accepted in the sense that some integration of literacy with development and some technical or vocational component must be part of the programme, there is a danger that people in theory accept the functional approach but that in practice it becomes so limited in its relevance that it is not more functional than traditional mass campaigns.[3] While a fair number of countries declare that they endorse the concept of functional literacy, very few indicate that actual literacy programmes will be closely tied to development priorities, selective, intensive, and so on. Some seem to compromise by offering both traditional literacy for masses, and small-scale, functional literacy programmes for selected groups.[4]

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[1] See Keynote Lecture (p. 28 of this Report)
[2] Literacy 1961-1971, p. 38. See Summary of the Lecture on Paulo Freire's Method (pp. 37-41 of this Report)
[3] See Summarizing Lecture (p. 59ff of this Report)
[4] See Working Paper 3 (p. 109 of this Report)

To motivate illiterate adults, politicians and organizers often state that literacy guarantees social and economic advancement. This is not sufficient to motivate an illiterate to break loose from his lethargy, learn to articulate his thoughts, dare to formulate realizable aspirations. Above all, he must come to see how acquiring certain knowledge and skills might help him solve practical problems he faces every day. Specific pre-literacy programmes[1] and the creation of a literacy milieu[2] must help the adult measure the value of investing time and effort in literacy learning as well as give him a taste of independence and pride.

It is equally important that functional literacy activities be conceived as part of a continuing process of adult education and development. Beyond the formal attainment of literacy skills, the continuing and constructive use of such skills by the adult is necessary. To ensure this, the attack on illiteracy should envisage from the beginning post-literacy programmes and should include an important role for rural newspapers, village and mobile libraries, radio and other mass media as well as the introduction of such factors as local roads and markets, cooperatives, credit facilities and agricultural modernization within an overall development context.[3]

This is not only a problem of policy, it is rather a problem of methods[4] and organization. It is very difficult to find a compromise between the apparent and probably desirable trend towards a uniform methodology and a multiplicity of strategies, approaches and situations which result from imbalanced development and cultural, ideological, political and linguistic differences.

1/ See Working Paper 1 (p. 82ff of this Report)
2/ See Report of Working Group 1 (p. 149 of this Report)
3/ See Report of Working Group 1 (p. 150 of this Report)
4/ See Report of Working Group 2 (pp. 153-162 of this Report) and Working Paper 2 (pp.91-106 of this Report)

Generally spoken, besides an integration with development and a problem-oriented approach, the diversification of programmes depends on the milieu, the complexity of the regions, the sectors, the pedagogical aims[1], the target groups[2] and the available resources. All methods (analytical, global, eclectic) can be combined with other training aspects in the process of functional literacy, which explains the subordination of language teaching to other educational objectives. Experiments to determine the best methods should not be excluded.

As educational principles, three should inspire functional literacy: active pedagogic based on group discussions and dialogue, a combination of knowledge and know-how, and an educational technique based on the solution of problems and on teaching how to learn.[3]

The use of new learning techniques and mass media favour above all the preparation of basic didactic units or modules, which go to make up integrated knowledge blocks. As to the contribution especially of the mass media, no clear-cut judgement can be formulated considering the heavy initial capital expenditure, the software problems, the maintenance costs, the complexity of the use of audio-visual media and the necessity of integrating mass media in a curriculum beyond the mere enrichment function.[4]

Like the methods, the learning materials depend on the milieu, the learning aims and the target groups. Primers, sequential materials developed by learning units, and learning tools for acquiring vocational or technical skills should illustrate the principle of integrated learning.[5]

1/ See Working Paper 2 (p. 94ff of this Report)
2/ See Working Paper 2 (p. 92ff of this Report)
3/ See Report of Working Group 2 (p. 158 of this Report)
4/ See Report of Working Group 2 (p. 159ff of this Report)
5/ See Working Paper 2 (p. 159 of this Report)

The preparation of learning (and teaching) materials should take account of the level of the instructors or teachers, remembering the rule that the less an instructor is qualified, the more structured the material he is using has to be. The best instructor will be the one who is as close to the adult and his problems and best accepted by the community and the one who is best informed on the development objectives, on their structures and mechanisms. The instructor should also be more of an advisor and a development agent than a school teacher, who is not always the best instructor for adults.[1]

The complexity of functional literacy causes special problems because its success depends on the cooperation of an interdisciplinary and multidisciplinary team of instructors and teachers. In order to facilitate cooperation and to develop a new type of community instructor, functional literacy as a communication and extension technique should be included in the curricula of institutions such as teacher training colleges, schools for home economics and social services, vocational education centres, and agricultural colleges.[2]

The experimental character of the functional literacy projects call for applied research especially in the field of evaluation both of the pedagogical and the socio-economic impact of functional literacy programmes.[3]

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[1] See Report of Working Group 2 (p. 160 of this Report)

[2] As an excellent training opportunity for an interdisciplinary team, the operational seminar should be mentioned. See Working Paper 2 (p. 104ff of this Report)

[3] See Working Paper 3 (pp. 121-124 of this Report) and Report of the Working Group 2 (p. 155 and 161 of this Report)

Last but not least, the functional literacy approach, due to its inter- and multidisciplinary character, causes peculiar difficulties in the field of administration and organization, where interministerial coordination and the development of effective horizontal structures are required. Programmes may meet the needs of a society, but the organizational structure which can carry these programmes has not yet really developed. There is always a time-lag between the realization of a need and the development of the appropriate structures and systems to solve that need. Until now the problem of how to administrate functional literacy projects has been managed on somewhat ad-hoc arrangements. No theoretical universal solution has emerged. Functional literacy projects close to the felt needs of the target groups do not usually fit into the existing administrative structures of governments, and personnel transferred to the projects in many cases felt that they had no real long-term career future within the project.[1] It is not easy to strike a balance between a necessary central administration unit (the status of which will inevitably be a reflection of the real priority accorded to the education of adults by the government) and the similar necessary decentralized provisions offered by a considerable range of government services and private agencies. Coordination and exchange of information at local and national level from local committees to national administrative units which could serve as the Secretariat for a National Adult Education Board is necessary. This might be a commonplace, but in reality development might be unfavourable, especially if it is admitted that these institutions should not simply administrate but should also respond to the needs, interests and concerns of the adult learner so as to enable him to fulfil and discharge the various functions he assumes during his life, taking account of the need for active participation by the learners themselves in all decisions related to the planning and the pursuit of the learning.[1]

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[1] See Summarizing Lecture (p. 56 and 62 of this Report). The problems of administration have been dealt with not only in lectures but by Working Paper 3 and Working Group 3. This stresses the importance of the question.

Although the central administrative unit would have overall responsibilities, governments which wish to embark on a comprehensive plan for functional literacy and adult education must consider the establishment of several specialized services and institutes in the field of training, research and evaluation, documentation and information[2], mass media and correspondence education. These basic services constitute the heavy industry of adult education. In their absence it is difficult to man and run large-scale operations.

4) From Pilot Projects to Large-Scale Programmes - Nature and Form of International Cooperation

The Experimental World Literacy Programme will come to an end in the near future. Various governments are considering the transition from relatively small-scale literacy activities to mass functional programmes. Though a detailed answer on how to manage the rising professional and administrative problems does not exist, a clear policy is necessary. This policy must take into account the percentage of illiteracy, the distribution of population, the position of women, and manpower needs. Expansion will be most effective in those countries which possess adequate adult education infrastructures and whose social and political philosophies encourage both maximum mobilization of institutional resources and maximum participation by the adult learners themselves.

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[1] See Report of Working Group 3 (p. 163ff of this Report)

[2] See the Lecture on Questions of Documentation (pp. 45-48 of this Report)

Strategies for expansion should move forward step by step, beginning from a narrow base and a small number of programmes and broadening later, giving priorities to those areas where conditions are favourable, i.e. where people are demanding literacy, where people are motivated because other factors of development and modernization are still at work. It is a common experience that the level of an educational system is the same as the level of society whose reflection it is.[1/]

That is the case with international cooperation, too. The illiteracy of more than one third of the adult population of the world (in some countries about 70%) is a concern of the conscience of man. In a world of communication, interrelation and cooperation the fight against illiteracy and the "culture of silence" is in the interest of the aid-giving countries and organizations, which should not concentrate their efforts on prestigious projects of higher education.

International support should strengthen national endeavours; it should be coordinated and harmonized with national development plans, avoiding ideological and political conditions or indoctrination. Strengthening of organizational structures; special consideration of the "heavy industry" of adult education; supporting mass media utilization; aid to functional literacy as a component of development projects; assistance to self-supporting projects, voluntary associations, and regional organizations and institutions; maintenance of successful ongoing projects and existing institutions which have perhaps only financial difficulties; assistance in training of multipliers; and fellowships or scholarships even sur place (perhaps to strengthen

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[1/] See Report of Working Group 1 (p. 150ff of this Report); see Summarizing Lecture (pp. 59-66 of this Report) national or regional centres) are some areas calling for special consideration in educational aid programmes. Some aid should simply be in cash.[1]

Functional literacy is a very complex concept which becomes even more complex if it is defined in terms of development. Its guiding principle is to respond to the needs, interests and concerns of the adult learner. This principle causes difficulties, but without it literacy education will not be successful. Literacy training is not only a methodological problem, it is a critical attempt to reveal reality and to change it from within as a practice at the service of permanent human liberation.

In this sense functional literacy is an alternative to the narrow concentration on the improvement of human resources for the modern economic sector and therefore on formal education systems. The functional literacy approach gives attention to the needs of the rural population or simple industrial workers living in the traditional or transitional economic sectors who, for some years to come, will make up the majority in most developing countries. Perhaps this appraoch will be successful in combining both economic growth and social justice.

5) The Symposium

The scope of the Symposium has been outlined above.[2] The focus in the Symposium discussions were on African experience. Participants came mainly from African countries, especially from those where pilot projects of the Experimental World Literacy Programme exist (Ethiopia, Mali and Tanzania). Participation was not limited to countries with UNESCO projects. Projects and interesting programmes of other sponsors as well as indigenous efforts were included, especially when both selective (functional) and massive (traditional) approaches existed with the tendency to adopt the functional approach in other sectors if pilot projects are successful. Therefore delegates participated from the Ivory Coast, Nigeria, Tunisia and Zambia. As a point of special interest a delegation of Somalia was invited, where until 1972 the practical implementation of adult literacy was hampered by the absence of an official script for the Somali language.

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[1] For details, see Report of Working Group 3 (p. 169ff of this Report)

[2] See Preface (pp. 1-2 of this Report)

Not only experts from the field participated in the Symposium but also high ranking officers of ministries competent for adult education, members of scientific institutes active in the field of literacy and experts of international level serving as consultants to bring outside experience into the discussion concentrated on African problems.[1]

The programme[2] of the Symposium concentrated on three main problem clusters:

- Functional literacy in the context of life-long education
- Contents and methods of functional literacy and their implications for staffing
- Planning and organization of functional literacy.

As regards methodology, the Symposium was divided into two sections:

- Information and Problem Identification (15 to 18 August)
- Problem Solution (20 to 25 August)

The opening Keynote Lecture[3] dealt with functional literacy projects in the context of adult education and gave a survey on the results and innovative effects of functional literacy projects during the last five years.

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[1] See List of Participants (pp.187-197 of this Report)
[2] See Programme (pp.181-186 of this Report)
[3] See pp. 25-35 of this Report

In addition to the keynote lecture, the case studies[1] gave a survey on the efforts, problems and gaps of different countries. To avoid long lectures on "who does what", participants identified on the basis of written country reports in a hearing with the delegations the problems of the respective countries.

As the purpose of functional literacy is to develop in a given socio-economic context not only the technical and vocational skills but also mental powers of analysis and self-consciousness, the case studies have been supplemented by an introduction to the method of Paulo Freire.[2]

The hearing was followed by sessions of three working groups, who listed the problems to be discussed more thoroughly during the information and problem solution section.

On the basis of the problem catalogue[3] the working groups and the plenum elaborated during the second week findings and recommendations. Groups and plenum alternatingly dealt with the three main problem clusters mentioned above. The groups brought their results into the plenum which discussed the findings and made suggestions for further group discussions. Finally a drafting committee revised the elaborations of the groups and worked out one paper of findings and main conclusions.[4] In a final plenary session these findings and conclusions were rediscussed and confirmed by all delegations and participants.

A summarizing lecture[5] on the implementation of the experiences gained from pilot projects for large scale programmes of adult literacy in the context of adult education summed up the proceedings of the Symposium and outlined the trends of literacy work in the following years.

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[1] See Documentation (pp. 199-378 of this Report)
[2] See pp. 37-41 of this Report
[3] See pp. 135-143 of this Report
[4] This is the most important paper of the Report see paper 145-176)
[5] See pp. 55-66 of this Report

2. OPENING ADDRESS

Dr. Erika Wolf (Chairman, Programme Committee, Board of Trustees, German Foundation for International Development)

On behalf of the German Foundation for International Development I wish to welcome you to this International Symposium on Functional Literacy in the Context of Adult Education. I am extremely happy to be here with you and I do hope that the days you spend in Berlin will prove both pleasant and useful. You will have the opportunity here of discussing together the many problem clusters relating to the theme of the Symposium and also of familiarizing yourself with the work of the Foundation and with Berlin, the real capital of Germany.

I must confess that up to a few weeks ago I knew very little about functional literacy, but from the moment on when I received the first working documents my interest grew steadily, and I am now convinced that you hold in your hands the key which will open the door to success in efforts to help a country, or more precisely, a people to carry forward development. I have grasped the fact that functional literacy is not just reading, writing, and arithmetic. It is much more, it is also work-oriented training and socioeconomic edification within the framework of development action, as was stated at the World Conference in Teheran in 1965.

I was greatly impressed by the conclusion drawn by the Conference in Tokio in 1973, namely, that functional literacy also serves to awaken in illiterates a sense of social consciousness and enables them to become active contributors to the creation of a new and better society.

If such fruiton does result from your work, you will have solved one of the gravest of all development problems, since it is only through the awakening of social consciousness that motivation to change patterns of life can spring into action.

You are no doubt aware of the fact that the industrial nations, having realized that the course of development in emerging countries could not take the same form as that experienced by industrial countries, have turned their development efforts more and more towards rural areas and small urban centres, in other words, towards subnational level. This was considered necessary in tardy realization of the fact that the overwhelming majority of the population in developing countres live and work in the countryside and that national economic advance depends in large measure on the attitude of these people, on their desire to move away from traditional customs and a subsistence economy towards modern agriculture and to establish economic and social bases which will permit development to proceed along modern lines. I therefore wish you every success in your deliberations.

I would now like to touch upon another problem. As is the case with most people of my generation in Germany, I had always assumed that the ability to read and write was of advantage to both children and adults. But in 1970 I spent a few days in Nigeria, the country with the largest population in Africa, and observed large groups of young people heading for Lagos or other large cities. I was told that, having spent several years in school, they felt that the countryside had nothing to hold for them and were going to look for work in the city. I realize that by means of functional literacy you are seeking to reverse this trend, functional literacy understood as preparation for rural life with a good job in a cooperative, in a firm, or in social service, for example. And I am therefore convinced that through your efforts you are making a very effective contribution towards solving those development problems which are not simply of an economic nature but which also closely involve manpower, human beings.

As you may know, the purpose of our Foundation is to provide a platform for the exchange of views and experiences among national and international experts in various fields of professional interest. At its inception, the Foundation was named the German Foundation for Developing Countries. But we have now changed the name to the German Foundation for International

Development, having realized that in point of fact all countries of the world are undergoing development and change. In connection with your subject matter, for example, we in Germany are also facing difficulties in the task of further training and retraining adults whose education has been inadequate and who need help in adjusting to the modern world.

Ladies and gentlemen, your Symposium host is the Education and Science Branch of the German Foundation. But today we are meeting at the Public Administration Promotion Centre of the Foundation. This Centre is now conducting a Seminar for junior diplomats from Asian countries. The Seminar began in Thailand and is continuing here, where the participants are meeting with representatives of the German diplomatic service. Tomorrow evening you will be in Villa Borsig, the seat of the Foundation's Seminar Centre for Economic and Social Development in Berlin-Tegel. This Centre organizes Seminars and Conferences on various aspects of economic, social, and technical development. The German Foundation has other divisions which are concerned with agriculture and with industrial occupations promotion. It also runs a centre which prepares outgoing German experts for their overseas assignments. They are briefed in area orientation and in the techniques of adjustment to a different culture and introduced to the development role which they will play in the host country.

The activities of the Foundation are clearly diverse and broad, and it is for this reason that we, the Foundation, consider ourselves to be an important instrument of German development policy.

Permit me to add a last word about the city in which we are meeting. I sincerely hope that all you will seize this opportunity to familiarize yourselves with Berlin. This is not only because I love Berlin and because I have spent two thirds of my life here but also because I am convinced that this divided city will play an increasingly important role in the world following the admission of the two Germanys to the United Nations. Berlin has suffered greatly, but it is my hope that it will flourish in the future as a thriving centre of international policy and activities.

The German Foundation for International Development has always worked closely with the United Nations and its specialized agencies such as ILO, UNIDO, UNESCO, FAO, WHO as well as with its regional organizations, among others ECA, in the organization of Seminars and Conferences, and it gives me great pleasure to extend greetings to the representatives of UNESCO present at this Symposium.

Ladies and gentlemen, I hope that your deliberations here in Berlin will prove valuable and that you will arrive at satisfactory results in your efforts, undertaken both on your own behalf and on behalf of the adults in your countries who have not yet fully adapted to social and economic change being brought about in the train of development. I extend to you my warm wishes for a most successful meeting and now declare open this International Symposium on Functional Literacy in the Context of Adult Education.

3. LECTURES

- Functional Literacy in the Context of Adult Education. Results and Innovative Effects
- The Paulo Freire Method of Conscientization and Literacy
- Documentation and International Exchange of Experiences in the Field of Functional Literacy
- Implication of the Experiences Gained from Pilot Projects for Large Scale Programmes of Adult Literacy in the Context of Adult Education

Keynote Lecture

3.1 FUNCTIONAL LITERACY IN THE CONTEXT OF ADULT EDUCATION. RESULTS AND INNOVATIVE EFFECTS

Mir Moazam Husain (UNESCO)

This first lecture gives an overall view on the objectives and main problems of the Work-Oriented Adult Literacy Programme started in eleven different countries. After a retrospective glance it introduces the main objective of the Symposium: to draw from the experiences gained implications for future actions and large-scale programmes.

When putting my thoughts to paper for this lecture, I recalled with vivid pleasure a Seminar on Adult Education which I was privileged to attend in Berlin in 1961. Our host on that occasion was happily the same as today: the German Foundation for International Development, then called the German Foundation for Developing Countries. The warmth of hospitality, the planning and organizational excellence, the professional contribution which the responsive atmosphere engendered, the friendships that were struck and stimulated further action elsewhere, the indelible impressions that Berlin itself stirred, all this I recalled, and anticipate the same spirit for our commencing Symposium. I am sure I convey the wishes of all the guests here by expressing our deep appreciation to the German Foundation for its generous initiative. The subject, perhaps more appropriately the cause, which we have been invited to discuss is synonymous with life and, if I may say with some risk to modesty, has drawn from many of us a lifetime of allegiance. It is thus with much eager expectation that we enter into this Symposium in the spirit above all of service to a cause, and where so much talent and experience and goodwill is gathered, the exchanges to follow cannot but animate and promote the united purpose.

Allow me to revert to another unforgettable memory of the 1961 Berlin Seminar. The proceedings on April 12 were interrupted by a momentous announcement; for the first time in human history a man, Yuri Gagarin, was orbiting the earth at that moment. Nothing symbolised more powerfully than this epoch-making event which was to be followed, as you know, by remarkable feats in manned space flights by other astronauts, that science and technology, massively aided by mass media, had abbreviated the world. People were thinking more and more in terms of oneness, one world. Problems also assumed global dimensions. The era of development - the so-called development decade - had also dawned, and with it the acute question of human resources and matching spiritual and ethical stamina to sustain the fabric of our society. Where stood education in these winds of change and where indeed literacy and adult education? No doubt in your discussions you will look at problems of literacy and adult education against this larger backdrop. For myself, I carry no lunar rocks in my pockets for instant solutions.

The theme of our Symposium presupposes a basic connection between literacy and adult education, which fortunately saves me, and your patience, from having to establish a hitherto undiscovered missing link in the Darwinian sense. The link between literacy and adult education is as large as life itself and as manifold and meshed as the whole spectrum of human relationships. One might add: literacy without adult education has no roots and adult education without literacy bears no fruit. The urge for access to the treasure house of knowledge accumulated by mankind over the centuries can be as intense as the need for food, clothing, housing and other material requirements. In this sense education, and I include adult education, may be equated with life, and literacy the first step or bridge to modernisation and the expanding realms of skills, the flowering of the human personality and self-realisation. Literacy opens the way to a more rewarding life to the literate as an individual, a producer and as a citizen; it increases professional mobility; provides the entry to modern civilisation of science and technology; to the vast arena of cultural activity; the domains of democracy and ranges of rationalisation. It is literacy which is the connecting thoroughfare between the main institutions of the modern state: the executive, the legislative, the judicial, educational, cultural, political, technological and scientific. It is, therefore, within this global girdle of adult education that we see literacy, a gem within a ring, illuminating the environment with the intellectual, moral and cultural perfection of man and leading him forward into everwidening thought and action*. It is by way of literacy and in the ambit of adult education that we cross the threshhold to life-long learning.

I shall now turn from the universal to the particular aspects of literacy and adult education, namely the functional and work-oriented. The term functional in an elitist sense should not really have newfangled connotations. After all, writing was used from ancient times mainly by the priestly orders for the propagation of the scriptures and the preservation of tradition, ritual and book-keeping for the gods. Subsequently it was appropriated by the commercial classes for maintenance of records and for the promotion of their business. In such cases literacy did serve a functional purpose but for the chosen few. The opportunity to read and write was enlarged to millions of men and women only at the turn of the century. Since then, in the developing countries in particular, the idealogy of traditional literacy has manifested itself in programmes oriented to social welfare cum human rights. As against this the ideology of the relatively recent work-oriented literacy connotes development of human resources. For society this amounts to developing manpower for modernisation; individually it means augmentation of living standards. The evolvement of the new concepts of literacy in the context of life-long education have been succinctly presented in historical sequence in Working Paper 1 before us. I shall therefore not labour this point except to stress the significance of the decisions and recommendations of the 13th Session of the UNESCO General Conference of 1964 which approved the concept of functional literacy for adoption by UNESCO the World Congress of Ministers of Education on Eradication of Illiteracy which, meeting in Teheran in 1965, set its historical seal on work-oriented functional literacy in the framework of development; several international seminars, workshops and meetings in between then and the Third International Conference on Adult Education organised in Tokyo in 1972. In line with the thinking of the best authorities of the day that functional literacy was likely to produce enduring impact several experimental projects were started within the framework of the first development decade. Literacy in these projects was envisaged as a vehicle for accelerated social and economic progress. These projects applied and tested the concept of functional literacy under various conditions. There was of course the risk that economic development conceived as a matter of energy and machines and materials would swamp the objectives of harmonious human resources development in the flash of enthusiasm for modernisation of agriculture and industry. For the launching of functional literacy projects development was conceived in holistic terms with economic, social, cultural, educational and scientific and other vital components inseperably integrated. Actually the separation between the social and economic is often an artifact of demographic analysis and governmental departmentalisation. You are well aware that economic, social, political, historical, scientific and technological factors have an interacting relevance to adult education. Development is an all-embracing undertaking with man both as the means and end of development. So interpreted it is co-extensive with education, more specially adult education. In this context 50 literacy programmes have been developed with UNESCO's technical guidance after careful studies of motivations and aspirations of potential learners and in relation to the social, economic and cultural objectives of the concerned area. I shall not go into the characteristics and results of individual

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*Dr. Malcolm Adiseshiah - Address to the State Council of Madras, 28 December 1969.

iv) differences in methods and techniques used in structuring the project at different stages of its life.

The new methodology necessitated a new approach to teaching materials and tools. Its crux was the integration of literacy and vocational content and these at the beginning of a functional literacy programme may not, as you know, lend themselves to synchronisation, e.g. the agricultural calendar of a crop may not be easily reconciled with the literacy calendar. The linkage between class and field work is not easy to attain although I have seen this effectively accomplished in Afghanistan and similar results have been attained in some other projects. There was a new approach as well to curriculum construction and methodology of instruction. The curricula contents were integrated into a single functional literacy course and the subject-wise pattern replaced by a problem-wise integrated system. There have been innovations like the discs in Iran and casettes and loose sheets of reading materials in several projects. Mass media, although used with growing effect, have not yet been altogether patterned into the learning sequence. Another departure from early programmes of adult literacy, fundamental education and community improvement was in the matter of selectivity not only in regard to development projects and their geographic region of operation but also with regard to groups of participants. Teachers had to be trained in imparting both literacy and vocational know-how. The earlier adult literacy programmes relied mostly on school teachers and to some extent on local volunteers who were sufficiently educated and had some time to spare for teaching illiterates; occasionally senior school and college students also worked as instructors, particularly during vacations. The emphasis on technical training in functional literacy projects brought about the need for providing supervisors and other medium level functionaries with specialisation in technical projects since that would be duplicating the details contained in the case studies which you have received. I shall limit myself therefore to general observations about functional literacy programmes which might be of common interest.

The differentiating feature of the new experimental functional literacy as embodied in the eleven UNDP (Special Fund) assisted projects in Algeria, Ecuador, **Ethiopia**, Guinea, India, Iran, Madagascar, Mali, Sudan, Syria and Tanzania and in the integrated functional literacy projects of Afghanistan (assisted by SIDA) and Zambia (assisted by the high schools associations of Norway and Denmark) was to relate literacy directly to national priorities. But this did not mean discarding the earlier concept of a literacy standard high enough to ensure permanence and utilisation of the three R's as well as civic and community orientation in everyday life. Since the coverage of the experimental projects was limited to selected areas and groups of participants, literacy became a means of training and a method of development enabling the individual to become an effective agent of change while remaining, as stated before, the ultimate objective of development. There have been, however, some unexpected developments. While at the general conceptual level all projects developed literacy in relation to concrete objectives, at the operational level variances manifested themselves owing mainly to:

i) the varying role for literacy in contributing to development projects foreseen in the plan of operation;

ii) varied organisational patterns and resources, particularly the support of technical ministries;

iii) divergence in national policies of the importance given to economic development in relation to other goals such as national integration, propagation of certain ideals, promotion of a national language, inherent interest in making a large number of people literate, etc;

aspects. The need for increased mobilisation of supervisory level people as functional literacy istructors is obvious. I believe the essence of success in a functional literacy programme is training and it is very much to be hoped that in our exchanges this aspect will receive the in-depth attention it deserves. Work-oriented literacy personnel from various disciplines have to work together. One of the outstanding innovations arising from the Experimental World Literacy Programme is the field operational seminar which has proved an effective method to provide on-the-spot training in live (usually village) situations to key level and other personnel involved in a work-oriented adult literacy programme. A seminar of this type meets the urgent need for training senior and middle level cadres for which there is such a serious shortage in the literacy adult education ensemble. The role of business firms and enterprises in this integrated relationship between literacy and adult education, specially in retraining programmes, has not been sufficiently explored or exploited. Further, one cannot emphasise too strongly the role of universities in the training of leaders, teachers and workers and in the vital area of evaluation and research. The professionalisation of adult education will to a large extent depend on the willingness of universities and their constituent colleges to take on the responsibility for this aspect of adult education.

Another difficult problem arises if the mother tongue of participants is different from the official language of instruction. There are no uniform situations to this problem. We know that from the educational point of view teaching in the mother tongue is best, but this can lead to a dead end if the official language is different, perhaps not indigenous, perhaps even foreign to national life, local culture values and traditions, although it might at the same time be essential to modernisation. The real problem of literacy is to give the illiterate access to written material as a vehicle of thought and provide information which allows him to function effectively in modern life. It might be possible to deal with the problem at two levels: first teaching in the mother tongue and then in the official language.

A word on coordination: the major organizational problems of functional literacy projects have been to get the literacy personnel and the industrial or agricultural and other concerned personnel to work together. When two or more ministries are involved joint programme operation is not easy. Inter-sectoral coordination committees have been set up but questions of administrative control and sharing of available resources still present difficulties. Sometimes the proposals of a central coordination comittee are not fully implemented by its provincial and state counterparts. I believe infirm infrastructures and faulty coordination systems are retarding some well-founded plans of functional literacy.

The experimental nature of functional literacy projects called for an evaluation of the entire programme as well as experimentation and research within the projects to identify suitable approaches, methods and techniques in regard to pedagogic training, use of mass media, organisation of structural situations, etc. Precious evidence on the merits and limits of functional literacy has been systematically collected and is now being analysed. To improve our future reforms at the international level by objectively analysing these results, the Director-General of Unseco hopes to convene an International Committee later this year to undertake this task. The results should be of particular interest and value to those who have opted for literacy training which is intensive, selective and built upon socio-economic and cultural motivations.

In the sensitive economic sphere, development demands the rationalisation of attitudes and behaviour. It is hoped that the evaluation studies the UNESCO Secretariat envisages with the help of the aforementioned International

Committee, will bring out the contribution of functional literacy not only as regards change of attitudes and enhancement of knowledge and skills but also in respect of modernisation of agriculture and industry in areas where functional literacy projects have operated.

What of the future now that the functional literacy experimental projects are coming to a close. The question has been posed; if adults are provided with literacy education based on specific social, economic and vocational learning requirements should they not also have the possibility of further education which is closely derived from their most pressing needs. Some experts take the view that logically there is no place in a functional literacy course for a post-literacy stage and least of all for a follow-up since the course itself is self-sufficient. In view of the fact that change is so quick and far-reaching, continuing education has a role to play throughout life. Furthermore, there is a need to link literacy with adult education in the use of free time. leisure, which should merit our attention. After-work activities and participation in civic and cultural life should be conceived as an integrated aspect of continuing education.

Literacy as an element of international aid cannot be viewed as an instant remedy to social and economic problems of countries engaged in development. The entire life context of the individual must become part of a process of change before the full value of functional literacy can assert itself. Several countries are planning to launch large-scale literacy and adult education programmes, e.g. Afghanistan intends to launch a mass literacy programme which has been inspired by the results of the integrated functional literacy project jointly assisted by FAO and UNESCO and financed by SIDA in the context of agricultural credit and coordination. Iran is about to initiate an important National Adult Education Centre oriented to research and training which has its mainspring in the successful work-oriented adult literacy project just completed. Tanzania similarly intends to start a second phase of the functional literacy project with the scope of operations enlarged on a mass scale. Ethiopia envisages action on the same lines. In India several mass literacy and production-cum-training or employment-cum-training and polyvalent adult education programmes are in operation or about to start. Pakistan and Bangladesh plan to launch mass literacy campaigns with a functional orientation. In Somalia it is planned to run an integrated mass communication and functional literacy project. The question, and I would urge you to give it serious thought in your discussions, is how to apply the innovative results and experiences derived from the Experimental World Literacy Programme in the areas of methodology, material preparation, training, infrastructural improvements, evaluation and research in support of these larger efforts. I should add that the technical guidance, training, evaluation and research and documentation services provided by the International Institute for Adult Literacy Methods and the regional centres - CREFAL and ASFEC - will be invaluable for this purpose.

Functional literacy which has introduced innovative effects and shown successful results in several cases deserves careful consideration in a total adult literacy programme in a country. The evaluation exercise referred to in the foregoing will bring out the methods and techniques as well as the infrastructures and other conditions which are essential for its success. It is, however, being increasingly realised that different areas and people are motivated by different objectives and therefore we have no single answer, no universal model to guide all literacy efforts in the world. Several strategies will have to be designed to answer the requirements and resources of the different countries and in coming to a decision an account must be taken of national and international experience and the several choices available. Literacy is not merely a purely technical operation of transmitting skills but also a conveyer of deeper meaning such as language, culture and technology.

Basic to illiteracy eradication is the conception of costs and the will and the drive to gather the necessary resources. It is customary to give statistics of illiteracy at the beginning of a talk. I am quoting these at the end of my address to bring home the need for enhanced international aid. We are aware that the world total of illiterates has increased since 1960 from 735 million to 783 million although there has been a reduction of illiteracy from 39,3 % to 34,2 %. This amounts to one third of the world's adult population. Despite a reduction of 10 % in the illiteracy rates between 1950 and 1970 - from 44,3 % to 34,2 % - the absolute number of illiterates has increased by 83 million during the same period to rise from 700 million in 1950 to 783 million in 1970. The rate of decrease of illiterates in the population has not kept pace with the inexorable demographic growth. Even to maintain the present level of illiterates in the world with the meagre resources to hand is a challenge and anxiety. Unless therefore the quantum of assistance - international, national or other - presently available in support of literacy efforts is considerably increased, we shall not expect an earlier or easier solution by way of literacy or of the literacy problem itself. As the Director-General of UNESCO stated last July before the 55th Session of the Economic and Social Council, can a nut-cracker be blamed if it does not do the work of a power hammer? This question of resources for the development of valuable literacy programmes throughout the world calls for priority consideration.

3.2. THE PAULO FREIRE METHOD OF CONSCIENTIZATION AND LITERACY

Rogerio de Almeida-Cunha (University of Münster, West Germany)

Functional literacy is not only a vehicle for accelerated economic progress. Human action is a historical process which transforms the world. The theoretical concept of man must therefore be constantly analysed and adapted to the development of man's action. Functional literacy, too, needs to be analysed, understood, and tackled from this viewpoint developped by Paulo Freire. The summary of the lecture given by the Brazilian Rogerio de Almeida-Cunha is supplemented by a short bibliography. Literacy methods, i.e. the instruments employed by man to orientate himself in the world around him, cannot be seen as "neutrals." Their purpose is to bring forth the humanization, historization, and transformation of the world; they may, however, bring forth the reverse as well.

In order to be able to understand the methods employed by Paulo Freire, it seems advisable to distinguish between various phases, each impinging on the other:

1. Selection of "generative words." These words result from the dialogue between the teachers and their illiterate pupils. Later on, these words will be made the subject of discussions in so-called "cultural groups," where they will serve to form new words. For example, the word "favela" (squatter settlement), originally developed and used in Rio de Janeiro, may produce phonetically the word "fala" (language), "vela" (candle, sail, veil), "fila" (queue), and many others. How important a discussion on squatter settlements, language, candle, sail, veil, etc. is likely to be for the poor people of Rio de Janeiro is well imaginable.
2. Selection and classification of about a dozen of generative words from the viewpoint of their importance for man and their suitability to be used as phonetic and graphic tools of literacy.
3. Establishment of "codes" representing the various situations of daily life called forth by those words: these

situations may be described by means of models, photos, short dialogues, songs, etc.

4. Establishment of index cards containing "discoveries." Each word is subdivided into syllables and grouped according to the phonetic families.

   Example: favela   fa - ve - la   fa-fe-fi-fo-fu
   va-ve-vi-vo-vu
   la-le-li-lo-lu

   New words are the result of the creative game in which the syllables are combined in a new fashion. This method roots in the phonetic nature of the Portuguese and Spanish language.

5. Establishment of card indexes, intended for use by the "coordinators of the cultural groups" (literacy agents). These indexes serve to facilitate the development of dialogues between literacy teachers and group participants.

From the above-mentioned process of phasing, following itself a cyclical movement, springs the dialogue between man and the world around him. The future literates—Paulo Freire refuses to speak of illiterates—are encouraged to face up to the world by means of dialogues. Here they ask questions concerning the world and where their actual position is and what has brought them there. It is through such a dialogue that they become aware of their own vital role and of their vocation as human beings. Seen in this context, literacy appears to be the instrument both of human creativity and of transformation and communication. The creation of new words enables man to comprehend his active role in life. In this way he returns to that point of his life from which he has set out in the beginning.

From this follows that the dialogue is the most important tool of information. Its object is the world in all its reality. This world represents both a problem and a challenge to man. Consequently the dialogue serves to raise and discuss problems.

In the sense of educational philosophy this method presupposes a concept according to which man is an active element within the world around him. His action consists in transforming, historicizing, and humanizing this world. Consequently literacy methods must be based on a critical and scientific analysis of the world and of man born to live in it.

Seen against the background of these anthropological considerations, it is necessary to regard man's situation today within the context of his creative activities. The fact that man has not sufficiently become aware of his "ontological vocation" as a transformer of the world explains his passiveness. Action, i.e. work above all, is considered either as an entity completely detached from the world, as a privilege of a few, or even as a punishment. These interpretations, mythical and common as they are, reveal a "magic consciousness" of reality. They have nothing to do with the historical concepts of the world. There are people who contemplate the world in a less passive but still in an "ingenious" or "naive" manner. Although these people have recognized the role of creator falling to man, they believe this role to be the privilege of a few (elitism), who regard the future—the realization of historical design—as the product of technology (technology and economic development at any price!) and production or as the result of a preconceived plan (sectarians, technologists). According to Paulo Freire, these people have a "transitive" conscience, since they believe that they can foresee the development of history but they are "naive," since this development is just as likely to take other directions.

The critical comprehension of history is both the precondition and result of a critical conscience. Since a critical conscience itself determines actual life, it is evident that a critical change of conscience presupposes and determines a critical change of living conditions.

The people invited by Paulo Freire to take part in the dialogue had been unable to make themselves understood by the world. They were forced to learn reading and writing in order to assimilate to a completely strange world. They were unable to acquaint others with their own ideas, and they continue to be oppressed and prevented from developing themselves and their creativity and thus from creating their history.

Paulo Freire, who never stops criticizing himself and his pedagogical work, is constantly reformulating his anthropological concepts. Some of his most important pedagogical theses follow:

1. Education and science cannot be seen in isolation. Educational action must also be seen as political action in that it contributes towards the historicization and humanization of the world or reversely, prevents man from being free.
2. It is impossible to educate man for humanization within the tight frame of a technological, liberal-capitalistic, consumer society.
3. "Education as an exercise in freedom" must therefore be based on a historical survey of that part of the world which today is called the "Third World" and on the implementation of measures to educate the oppressed.
4. Therefore the process of "conscientization" is not merely the transformation of conscience. Such a transformation would be deceptive. It would also be wrong to interpret "conscientization" as being a revolutionary change in existing living and working conditions. This would be merely a technological and thus deceptive explanation.
5. Education is more than just a matter of going to school (viz. theses of Ivan Illich). In this sense literacy serves to discover the "word," which means life itself. To be able to read and write means to be able to speak, to be an active part of history, to liberate oneself.
6. Hence liberation seen in correlation with "dependence"

and "oppression" is the complex process of transforming the conditions and structures of life in an oppressed world—the Third World—with the purpose of humanizing not only the oppressed but also their oppressors. In order to transform the world, it is necessary to liberate and humanize all mankind.

7. Nobody is able to conscientize anybody else. The teacher and his learners conscientize themselves thanks to a dialectic process linking reflection on a preceding action to an ensuing action. Conscientization can be achieved in full only if its practice leads to the conscious struggle for the liberation of the oppressed and exploited social classes.

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3.3 DOCUMENTATION AND INTERNATIONAL EXCHANGE OF EXPERIENCES IN THE FIELD OF FUNCTIONAL LITERACY)

Dr. Ahmed Fattahipour .(International Institute for Adult Literacy Methods, Teheran

The lecture provides background information on the problems of documentation and introduces the work of the International Institute for Adult Literacy Methods in Teheran/ Iran (IIALM). The author draws up proposals for international cooperation in the field of literacy documentation This summary of the lecture is supplemented by an abstract of the Expert Meeting on Documentation and Information Services for Adult Education, held in Geneva from 29 May to 1 June 1973.

The General Conference of UNESCO, at its 14th Session, 1966, authorized the Director-General to "facilitate the dissemination of information on measures taken in the various countries in the spirit of the Recommendation made by the Tehean Congress by studying and publicizing the influence of those measures on the development of the campaign against illiteracy and on international public opinion."

On 16 December 1968 UNESCO and the Government of Iran signed an Agreement to create the International Institute for Adult Literacy Methods to implement the recommendations of the World Congress of Ministers of Education on the Eradication of Illiteracy held in 1965 and to help to achieve the objectives of the Experimental World Literacy Programme. This Institute was charged with the following tasks:

1. Collect, classify and exchange documentation on literacy and functional literacy programmes, particularly on methods techniques and media used in adult literacy;
2. Carry out comparative studies of the methods, media, materials and techniques used in literacy programmes in different countries of the world, and stimulate research on methods for functional literacy, with a view to the development of a methodology for aliteracy adapted to the needs of adults in diverse economic, social and cultural programmes;
3. Organize and conduct seminars and specialized training courses on the methods, media, materials and techniques of functional literacy for the senior staff of literacy programmes.

These objectives assume that promotion of literacy is an international concern, and **that a world centre is needed to help eradicate illiteracy.**

However, this belief was not widespread and it is not as yet fully accepted. Nearly 5 years after its inception, the Institute must still expend energy in explaining its purpose and winning acceptance of the need for an exchange of experiences in the field of adult literacy.

After this introduction the author raised three fundamental issues:

1. Will illiteracy ever be eradicated?
2. Is **"the struggle against illiteracy" a national or** an international concern?
3. Can modern technology be applied **in** the fight against illiteracy?

In answering the above questions, the author maintains that illiteracy in its various meanings and degrees in different socio-economic contexts, is a never-ending problem, hence it is a great challenge to man in future decades to at least attempt to reduce the existing gap between "pure illiteracy" and "functional illiteracy". **In the light of wide spread of ignorance in a world where communication means are ever expanding the struggle against illiteracy is both a national and international concern. Therefore, all modern devices and techniques should be applied to the task of** combatting illiteracy. A documentation centre and a clearing house of information can help the diffusion of knowledge and experience throughout the world.

As a clearing house for information, the International Institute for Adult Literacy Methods has endeavoured to gather as much data as possible in its Documentation Centre, which, even though by no means perfect, is probably the richest one in the world in the domain of functional literacy and materials related to adult literacy. However, there are certain problems which should be solved in order to really establish information links amongst Member States of **UNESCO:**

1. The W.O.A.L.P.'s have not always sent us all the documents they hold, in spite of our continuous efforts to receive them as regularly as possible. This is partially due to the fact that **UNESCO** headquarters, Literacy Division, is another channel through which projects send their documents. This has caused confusion and irregularity in the

concentration of all documents pertaining to World Experimental Literacy Projects in one centre. We need to concentrate our resources to be more effective.

2. The documentation Unit of the I.I.A.L.M. has often received the documents sporadically and occasionally, but not necessarily geared to any specific research plan. It is important that certain research teams define what kind of documents they need for a certain topic of research, in order to signal us to look for them. Such an approach would lead to the collection of the meaningful documents pertaining to the various aspects and levels of literacy.

3. The I.I.A.L.M. has stimulated comparitive research studies during the past two years in higher educational institutes and research centres, such as City College of New York, University of Chicago, University of Indiana, Pitman Institute, World Education, and so forth. In addition to the diffusion of knowledge through our publications, we have also provided specific information requested by individuals and other organizations. However, a more efficient world-wide diffusion of knowledge and exchange of experiences in this field is required. We need to be more mechanized and perhaps computerized in order to produce the efficient service required of us. Nevertheless, I would like to point out that the I.I.A.L.M. has always supplied more information than has been demanded. Therefore, it is equally important that the developing countries realize the need to communicate with us in order to get the information they need; thus, avoiding wastage of their resources, time and energy. Research is expensive, and the cheapest rate is to borrow the experiences gained from other countries. Therefore, simultaneously with the growth of the Documentation Centre of the I.I.A.L.M., the developing countries are expected to demand more information from this Institute. We want to help them help themselves.

4. My response to the question on the use of educational technology needs to be supplemented by a note on the Science of Information development. The traditional concept of a stationary or immobile library does not serve the purpose of adult literacy programmes. Either mobile libraries are needed to provide the neo-literates with the new reading materials, or an international documentation system equipped with modern informational devices is required.

An experience at the I.I.A.L.M. is worth mentioning here. In the beginning of the establishment of the Documentation Centre of this Institute, our library was modelled after a College library. Books, periodicals and documents were received, classified and diffused through our publications. We have now found that

> this system is inadequate for our purposes. We are now concentrating, on the one hand, on the unpublished information usually provided in loose leaf form, or mimeographed, hence leading towards the preparation of primary materials for researchers. On the other hand, we have converted our ordinary type of specialized library into a more dynamic, outward-looking information and documentation centre.

Finally, I would like to make a personal proposal for which I assume full responsibility. I believe the world needs an organization capable of mobilizing all available financial and technical resources to combat illiteracy. The present national and international efforts are inadequate to eradicate illiteracy; the evidence for this statement is the increasing number of illiterates on the globe. The organization I propose would be a specialized agency of the U.N., designed to supplement the national efforts, but not to supercede them. Such an organization should not be only concerned with documentation, as I.I.A.L.M. has been so far, but it should also have technical and financial resources at its disposal in order to despatch experts or advisers to governments or, and offer financial assistance to certain countries under special circumstances. This idea needs to be discussed and studied further in the light of the objective realities at the present time and in the future. The basis of this proposal is the realization that the present levels of international assistance are inadequate to maintain the status quo and most certainly are unable to eliminate illiteracy from the family of man.

Appendix

MEETING OF EXPERTS ON DOCUMENTATION AND INFORMATION SERVICES FOR ADULT EDUCATION (UNESCO/IBE)

Geneva, 29 May to 1 June 1973
Abstract of the Final Report (AD/BIE/AE 3)

> The purpose of the meeting was to discuss means of improving international collaboration among documentation centres serving adult education and to set up mutual exchanges which might lead to the formation of an international network of documentation centres in the field of adult education.

1. Information Exchange System

There exists already a wide range of agencies and institutions concerned with documentation on adult education. If a network of communication is to be built up between these centres, the starting point must be to identify the components. Broadly, they fall into these categories:

- National centres for adult education with a strong programme in documentation. These form the essential base for any network, since they alone can provide a national commitment and professional leadership.

- Specialized centres, at a sub-national level, with a certain programme in documentation. Examples are university departments and training centres, where the emphasis on research or training is evident. Such centres should, in theory, form part of a national network and branch into the international one through.

- National centres for educational documentation, information and research, not specifically dealing with adult education. These are important particularly in developing countries, and can be included in the network to the extent that they can be interested in adult education, which is very often the case.

- Regional or international specialized centres for adult education as a whole or for some aspect of it. They form an important group. Some examples are the European Bureau of Adult Education (Amersfoort); European Centre for Leisure and Education (Prague); International Institute for Adult Literacy Methods (Teheran). There are also the centre in Syracuse and the newly created International Council on Adult Education.

- Regional or international agencies concerned with education as a whole but having also a commitment to adult education. UNESCO, with the IBE and four Regional Offices for Education (Bangkok, Beirut, Dakar, Santiago) makes one part of this group.

- Regional or international agencies, an important part of whose work is concerned with general or special aspects of adult education. The ILC, FAO and WHO programmes, including their regional offices, belong here and should be involved. Regional and international bodies such as the Council of Europe, the Arab League Educational, Cultural and Scientific Organization, the Commonwealth Secretariat and so on, all have a part to play.

2. The Mechanism of Information Exchange. Thesauri

- There is a general recognition of the importance of setting up thesauri at national level and every encouragement should be given to such efforts since they prepare the way for computerization. These lists must be seen as dynamic, not static, with provision for regular updating to reflect evolution of concepts.

- In national thesauri, the interests and needs of adult educators should be taken into account.

- For international purposes, the UNESCO-IBE thesaurus could serve usefully as a basis for international exchange as well as a point of reference for national efforts. Consequently this list should be drawn to the attention of national authorities.

- However, steps are also needed to ensure that this international thesaurus fully reflects the concept of life-long education and the terminology developed in adult education. Hence it is recommended that a mechanism be set up by UNESCO-IBE, such as a panel procedure dure with correspondents, to carry out these functions:

    - o revision of the IBE thesaurus from the point of view of coverage of adult education;
    - o preparation of a specilized additional list of terms for this field, inclusive of terms reflecting multi-media approaches;
    - o advice on the preparation of concordances, i.e. bridges between national thesauri and the international list;

o advice on the preparation of glossaries of terms with definitions, if possible multilingual, to facilitate communication among those concerned with adult education.

3. Selection and Processing of Materials

3.1. Purposes of the selection system

The need for such a system has been demonstrated by the rapid growth in demand for information about adult education, owing to the expansion of interest in adult education and provision of adult education programmes in various parts of the world.

It was judged that the users'field of interest would be broad, and would cover both formal and non-formal education for all persons regarded officially as adults, and would include both content and methodology. Major reasons for users' demands on the system would be to have information relevant to:

- the formulation of policy;
- training of all types of adult education personnel, including teaching staff, administrators and workers in ancillary services such as libraries;
- research (in e.g. learning problems).

3.2. Types of document and information material

The process of selection must be undertaken bearing in mind the different types of document and information material which exist in the field. The main types of documental and other materials which are likely to be of interest include:

- legal;
- statistical;
- other official documents such as national economic and social and educational plans;
- reports of inquiries, meetings, evaluations, etc.;
- research reports;
- idea documents (article, reviews, etc.);
- instructional materials (multi-media). (The Meeting recognized that these materials could rarely be used outside their place of origin without modification.)

3.3 Criteria for selection of information material to be abstracted and diffused

There will be a steady demand for information on some subjects such as:

- national adult education policy documents;
- legislation relating to adult education;
- organization and structure of adult education in each country.

Among items and questions which should be accorded priority in selection would be:

- records of the contribution of adult education programmes to social and economic development and to the solution of major human problems (e.g. rural and urban development);
- discussion of change and innovation in adult education. Some innovation would be the result of deliberate planning and research, but other important innovations to be noted would emanate from the work of practitioners out in the field;
- case studies of adult education projects which might serve as models, both nationally and in other countries;
- information relating to the education of disadvantaged groups, such as the illiterate;
- studies of research oriented to action or to policy change;
- multi-media instructional materials for adult educators.

Selected abstracts would need to be supplemented by an occasional survey monograph to inform recipients of the background against which selection has been made.

The main categories of abstract to be provided might be:

- bibliographic plus longer interpretative texts of say 600 to 1,000 words;
- bibliographic plus indexing (brief note on a card).

4. An Initial Programme

An attempt should be made to launch an abstracting service on a cooperative basis. It will rely mainly on longer abstracts but should also keep open the possibility of shorter indicative material.

National and regional centres will select materials which are judged to have an interest for adult educators in other parts of the world and from them prepare abstracts in their national language and if possible one working language of the United Nations. These should preferably be of the interpretative type (i.e. between 600 and 1,000 words).

The abstracts with two copies of the original (document) will be sent to the IBE (acting as a central clearing house) for:

- monitoring and final selection;
- translation into one other working language of the United Nations;
- processing on a standard format;
- distribution (the assistance of UNESCO Headquarters, Regional Offices and other regional national centres will be sought).

As abstracts are provided, the contributing organization would also include the indexing terms it feels pertinent. Thereafter, the central clearing house can add indexing terms as deemed appropriate. This will allow for the national and regional points of view to be included as well as the international viewpoint represented by the central clearing house.

The necessity for a consistent approach to the preparation of abstracts by the participating centres indicated the necessity for issuing some standard guidelines. The Meeting commended the series issued by IBE in connexion with its present abstracting work as a basis for further development.

The initial target, to be expanded as quickly as possible, will be to provide an overall service of between 100 and 150 interpretative abstracts per year plus a substantially larger number of shorter items.

Summarizing Lecture

3.4. IMPLICATION OF THE EXPERIENCES GAINED FROM PILOT PROJECTS FOR LARGE SCALE PROGRAMMES OF ADULT LITERACY IN THE CONTEXT OF ADULT EDUCATION

John C. Cairns (UNESCO)

This final lecture summarizes the experiences of the Experimental World Literacy Programme and outlines the trends of literacy work in the following years.

My remarks today will deal with the experiences gained from pilot projects and their implications for large-scale programmes of adult literacy in the context of adult education. I appreciate this opportunity to summarize our thinking on this matter and to share with you some of my own ideas.

Before entering into substantive issues, I should point out that the global evaluation of the Experimental World Literacy Programme is now being carried out, and I cannot prejudge its conclusions.

In discussing the experiences gained from the functional literacy projects, I would first refer to the Teheran Conference of 1965. This you will recall was at the mid point of the first development decade. By that date, a majority of the countries of the third world had attained independence. Various attempts had been made at national literacy programmes, and much pressure had developed for the reduction, if not eradication, of illiteracy. One reason for this was that the newly independent countries found themselves face to face with difficult problems of manpower and development, and there was a growing realization of the need for an educated populace if the goals of a meaningful independence were to be achieved.

The mass literacy programmes however, which had been attempted, had led to considerable disillusicn. For many reasons, the majority had been failures; little permanent impact could be noted, there had been investments of energy and resources with limited return, and the world was ready for a new approach to literacy. The concept of functional literacy was formulated within this context. Between the Teheran Conference and the present, approximately a dozen large-scale functional literacy projects have been implemented; in addition some 40 or 50 smaller activities have been assisted by international organizations. In this process, valuable experience has been gained. The projects have brought together the UNDP, UNESCO, FAO, ILO, WHO and certain other international agencies, together with a number of bilateral donors and foundations. These have been involved in continual professional interaction with the developing countries concerned. This in itself was valuable, in that it created a de facto network of governments and organizations which were concerned with a serious approach to the problems of illiteracy.

We have now reached the stage when the major projects have either finished or will shortly finish. What were the experiences gained?

First, the difficulties. In the early stages of programme implementation, there was a lack of understanding as to what functional literacy really was. There were concepts and theories, but what would these mean when applied in practical working situations in developing countries? This uncertainty and ambiguity explained many of the delays and frustrations in the early years of the programme. To a certain extent these were overcome by trial and error, and by pragmatic approaches in which the theory was related to specific working situations within individual societies.

Secondly, organizational problems were hard to resolve. Functional literacy by definition is multi-disciplinary and requires close coordination of people with different skills. Normally such personnel are attached to different ministries or organizations. They work under vertical lines of authority. Functional literacy requires interdisciplinary and horizontal structures. No universally applicable solution emerged on this issue; what did happen was that ad hoc answers of one sort or another were found in most projects.

At another level, organizational and administrative problems related to printing facilities, production of educational materials, distribution, transport, etc., created continuing practical difficulties in many projects.

The relative novelty of functional literacy also caused staffing difficulties. At the level of the UN system, recruitment of qualified experts with relevant practical experience was not easy. The experts themselves frequently required one or more years to determine what was possible and practicable in field situations. At the level of national counterparts, similar problems arose. The projects seldom fitted easily into the existing administrative structures of governments. Personnel transferred to projects faced doubts about their long-term career futures. The implications are obvious.

Effective training for functional literacy also proved harder to arrange than anticipated. University or institutionalized academic courses were seldom of direct relevance; it was only in the later years of the programme that the valuable field-oriented operational seminars were developed.

Finally, evaluation, which had been considered an integral part of the experimental programme, was itself an innovative and complex procedure; the conceptualization and implementation at field level of the evaluation process itself was at least as difficult as any other part of the programme. In most projects, the field situation was far removed from the ideal laboratory setting which the social scientist might prefer; in many cases, regardless of what had been hoped for in terms of rigorous and largely quantitative evaluation, a fairly pragmatic approach ultimately emerged. This in the circumstances was perhaps inevitable.

Let me now mention a few of the many positive achievements of the programme. We can say that the functional approach itself is now generally accepted. There is reasonable understanding of what functional literacy means; a general consensus that it is superior to traditional literacy from most points of view. It is agreed that functional literacy can be related to and interwoven with development projects, and that within the programmes themselves it is possible to integrate the linguistic and technical components in an educationally effective manner. This type of programme development has important implications.

Secondly, the operational field seminars, which have been widely tested and continually improved, are a type of practical on-the-spot training which is significant for other areas of education; here I am thinking specifically of teacher training colleges.

Thirdly, the emphasis on surveys and the accumulation of data as the prerequisite for the development of differentiated problem-oriented programmes, is of relevance to formal education at all levels, and educators concerned with the renovation of formal schooling could benefit greatly by studying the experiences of the functional literacy projects in this regard.

What was learned about the evaluation process itself was significant. It is likely that in coming years more and more emphasis will be placed on educational evaluation. This is all to the good, provided such evaluation is not too narrowly conceived, and provided that evaluation is not allowed to dominate the creative educational process itself. In this area, the experimental literacy projects have much to offer.

Finally, I should emphasize the experiences gained in the use of various types of personnel as instructors. At present, many educators are critical of the perpetuation of the monopoly of the trained teacher as the main or only instructor in the formal school system. There is a need for people from business, from industry, for skilled craftsmen and others to work in education in various ways, and there is a great need to increase the interrelationship between education and employment. In the experiment projects, the close interaction between learning and work, betwe education and economic goals, the use of many types of personnel for instructional purposes - all this was noteworthy and of significance for formal schooling.

The above represents only a few of the accomplishments of the programme in the years since the Teheran Conference. Many of the have been discussed during this meeting. I have already mentione the general acceptance of the functional approach. Here we shoul be realistic. It may be that the rigorous and highly scientific approach to functionality found in the Iranian project may not be practicable for certain other countries. This is not necessarily bad. There is a danger however that functionalism, accepted in theory, might be progressively watered down and diminished in practice, with a final product not very different from traditional literacy. This danger will be especially evident when the functional concept is applied on a mass basis. Functional litera is specific, problem-oriented, differentiated, situation-based - how is it to be married to mass programmes? In any consideration of this, the experiences of large-scale programmes throughout th world since the early 1950s should be closely studied, as should the knowledge gained in functional literacy since Teheran. We might agree that functional literacy as an educational process is an apparent answer to certain important needs; the large-scal generalization of functional literacy however raises professiona and organizational problems which are far from solved. In partic ular, it will be difficult to retain the specificity of function literacy at national level, although this might be possible if expansion is carried out step by step through the economic secto These issues have been discussed extensively in working groups. It is salutory, in this matter, to look at historical experience

What type of large-scale programmes have actually succeeded? In the USSR successful attempts to eliminate illiteracy lasted approximately 20 years. In Cuba illiteracy was sharply reduced in a two-year period from 1959-61. In China there appears to have been a successful programme, of which we have limited information, carried out with effective government organization and mobilization of public opinion, institutions and resources over a period of about 20 years. In Maharashtra State, India, there has been a relatively successful semi-functional programme during the past decade. In Brazil the MOBRAL programme since 1971 has been noteworthy for its efficient administration, organization and delivery system. Finally in Tanzania we see a rapid development towards a national adult literacy programme, marked by careful preparation, planning and organization.

One thing is noteworthy about all these programmes: none of them utilized a sophisticated or especially innovative methodology. Instead, there was a concentration of efforts on the mobilization of people, of resources, of institutions, in terms of government policies and priorities, often but not always in a period of political change and development. We should note therefore that although functional literacy has achieved important successes in methodology, the mass programmes which have been successful appear to have concentrated on mobilization and organization in a broad sense. If we examine the mass programmes which have failed in the past, we will also find that whatever their deficiencies in methodology and professional content, they were also weak in the area of organization and administration.

In view of the above, let us set out some of the prerequisites for expansion into large-scale programmes. Most important is policy. I believe societies which wish the large-scale expansion of literacy must, as a pre-requisite, have clear policies for literacy. These policies must be within their overall educational framework and in terms of their developmental needs and priorities. This is essential. Without clear policies, how can realistic long-term programmes be conceived? Literacy policies however must take many things into account; certainly there is no universal answer. First, one must consider the percentage of illiteracy itself. In Cuba, on initiation of the mass campaign, the percentage of adult illiteracy was about 35 per cent; in Africa today the percentage of adult male illiteracy is 63.4 per cent, and adult female illiteracy 83.7 per cent. The nature of the problem is quite different in African countries than in Cuba; any policies formulated must consider this. Similarly, they must consider the relative distribution of population between rural and urban areas; and also the type of distribution, i.e., large or small villages? Or in scattered farms without much concentration in village units, as is the case in Uganda. The organizational and administrative problems faced in such cases will determine many aspects of literacy policy. Equally important is the role of women within the society. Is it practicable in certain societies to carry out large-scale educational activities with women? Is this true in the rural areas. where needs are greatest? If not, what action is possible? Literacy policy must also consider manpower needs, including of course the rate of urbanization and industrialization and various developmentel priorities. Even within mass programmes, such factors will influence not only motivation and programme content; they will also determine the priority areas to which attention is first given.

For large-scale programme expansion, the second prerequisite is mobilization of resources. This can best be done within a certain social and political atmosphere. There must be a commitment at the policy level, at the administrative level and by the people themselves, including of course the illiterates.

A third requirement is planning. In many cases planning, especially for the training of high-level personnel, is too late. Literacy programmes are frequently characterized by inadequacies and ad hoc solutions; by their nature, they require detailed advance planning and organization. The planning, much of the training, the establishment of committees, the mobilization of resources, the setting up of coordination machinery, these must be done in advance, not in the middle of the programme.

For the above, it is essential that there be an effective adult education infrastructure in the country; one might say that the likelihood of success for a large-scale literacy programme is closely related to the existence or non-existence of adequate infrastructures at all levels. This infrastructure will help solve problems of coordination, but it is unlikely to solve them completely. Machinery for interministerial coordination must be created. It will depend on existing relationships between ministries, on the relative centralization or decentralization of administrative tradition within a society, and on other specific factors. Coordination will normally involve non-governmental organizations as well. Here I am thinking of trade unions, co-operatives, industry, women's organizations and youth clubs, among others. The need is not for formalistic coordination at the national level, but for working coordination at the middle level and in the villages. In the field situation, the concept of horizontal integration must be established so that representatives of different ministries work together as a team.

As to personnel, it is clear that literacy programmes require large numbers of personnel of many types, with a number of skills. They work at various levels, some full time, some part time, some paid, some perhaps unpaid. One is often asked whether literacy programmes can or should be based on voluntary workers. It seems to me the question should be asked in another way: Is there a political and social atmosphere in the society which makes it possible and practical to utilize either voluntary workers or nominally paid workers successfully? If so, this of course is an answer to certain staffing aspects. If not, I am doubtful whether there is a real saving in terms of money or resources by attempts to use volunteers in a large way.

Now, finance. If we regard adult illiteracy as a major problem within a society, then major efforts must be made to solve it. Major resources must be allocated. There is no other solution. To the extent that volunteer effort can be mobilized and to the extent that there is a favourable political and social atmosphere in the society, financial outlay may be reduced. But even then it will be considerable, because much of the programme has to be financed. The budget for literacy and supporting activities is in a real sense a measure of a government's determination to eliminate illiteracy.

Let me now mention certain more intellectual issues. In any large-scale literacy expansion one faces continuing professional problems. New programmes will be required; almost certainly the existing programmes will need continued revision. Surveys and data will be needed. Experimentation, feedback, possibilities for programme modification must be built into the system. If we feel these things are unnecessary, I am afraid we will make serious mistakes and waste a great deal of our resources. Part of the intellectual work will lie in evaluation. How scientific that should be or how quantitative it can be, may be a matter for discussion. But within the system there must be opportunity for reasonably objective assessment of programme methodology and impact. However this is conceived, it has an important psychological aspect. The persons responsible must be self-critical, ready to face the fact that much of what they are doing may be proved educationally ineffective. They must be ready to modify their programmes accordingly. This requires great honesty and professional integrity. Furthermore, the high-level professional aspects of the programme require specialized personnel. Although at the field level the methodology may not be as sophisticated as one might wish, there must be a serious professional and critical element at the conceptual level of the programme. Otherwise, the field level may never be improved.

This, in many countries, involves the co-operation of universities and institutes of adult education.

A few words about strategies of expansion. I consider it best to work from a limited base of four or five functional programmes to start with. From this narrow base, it should be possible at a second stage to expand, and to develop the continuing functional reading material for the learner, who will now have achieved literacy. The complex problems involved in integrating the literacy and technical components are most difficult in the first stage of the programme. I suggest accordingly that instead of producing 20 or 30 extremely complex first stage programmes, with all the difficulties which this implies, we aim at a small preliminary number of programmes, and broaden out later. At the second stage the linguistic requirements are of less importance; it is easier to produce the material widely and relatively rapidly after the functional literate has already learned to read. This approach could be considered by many developing countries, where high-level professional personnel for curricula development are often limited. It is true that in the first stage there will be a certain loss of functionality since the limited number of programmes may not be directly relevant to the specific needs of all the learning groups, but the overall gains in my opinion justify this.

Functional literacy has usually been considered in relation to development, with programmes centred on priority developing areas in the country. Here the motivation should be good, and the need is greatest. As the programme expands, we may concentrate on occupational groups within the economic sector, using existing or modified programmes. The other approach is the geographical, to expand district by district. Whichever approach is used should still give priority to areas where motivation is best and where people are demanding literacy. This will likely be in areas associated with development, where modernization factors are at work.

In any mass programme one faces the problem of quality. It is often easy to maintain quality in a small programme; in a mass programme everything changes. One meets the gulf between the high conceptual level at programme headquarters, and what is really happening in the field. This raises many questions. First, one may ask, what is the value of intricate methodology, when in the actual field situation we find its application is at best limited? There are various partial solutions, especially through well-planned media support. I should also mention the principle that, especially in a mass programme, the poorer the instructor the better the materials must be. The object is to prepare the instructor's books and the learning materials so as to maximise the role of the materials and minimise the role of the instructor. Educationally, I do not like to suggest this; in practice, it is frequently necessary when relatively untrained instructors are all that are available.

In large-scale programme expansion in fact the problem of instructors becomes crucial. One must find many types of instructors in addition to primary school teachers. In most cases this is extremely difficult, and it must be considered in the early planning stages. Instructors require not only training but, more important, continuing support and in-service training. The purpose of the in-service training should not be to teach the instructor but to solve his problems, of which he will have become aware through his previous experiences. In terms of supportive services, we need far more use of mass media, especially radio, and simple professional newsletters. My main point is that the problem of quality becomes serious as one moves from a limited to a large-scale operation, and in practice it requires great efforts to resolve.

Finally, a word on the retention of literacy and functional skills. In many countries, there is insufficient emphasis on this issue. It involves, as an absolute minimum, the development of a rural press, of mobile libraries and village libraries the use of expanded radio series for adult education, the creation and/or expansion of a publication system and associated distribution and credit services, and, in addition to all this, facilities for continuing adult education at the village level. Even in countries seriously concerned with the problem of illiteracy, too little thought has been given to these aspects, which should be part of a continuing process. Yet unless more is done in this area, there will be large-scale regression into illiteracy, and much of the preliminary effort will be wasted. The problem of literacy retention is also related to modernization and to the development at the village level of such things as co-operatives, schools, market-access roads, to mention only a few. For literacy to be meaningful, the machinery of change and development must be moving into the area, and must be part of the overall environment in which the learner lives.

Mr. Chairman, I come to my last point. One might say "But these problems are very difficult!" Of course, they are. Until recently, the full complexity of illiteracy was seldom appreciated. Now it is clear that illiteracy is part of a group of interrelated problems of poverty and underdevelopment to which there is no simple answer. But answers I am sure will be found, and the effectiveness of these answers will partly depend on the extent to which we can learn from the experiences - both successful and unsuccessful - of the functional literacy pilot projects which have been implemented in recent years.

4. WORKING PAPERS

The three working papers deal with the three main problem clusters of the Symposium:

- Functional literacy in the context of life-long education
- Methods of functional literacy
- Planning, organizing and administrating functional literacy.

The papers served as background information for the discussions of the plenum and the three working groups.

4.1. FUNCTIONAL LITERACY IN THE CONTEXT OF LIFE-LONG EDUCATION

Margo Viscusi

Recent years have seen growing interest in the concept of "life-long" education. This paper attempts to suggest the place functional literacy programmes for adults might occupy in a restructuring of education based on the principle that people at all ages are potential learners.

1. Why Life-long Education?

In previous centuries education had one main function: to transmit knowledge and culture from one generation to the next. It was a force for social and cultural stability.

Our formal educational systems will retain many structures and methods from the past. But now education must fulfil a different function. Today a useful education is one that helps people come to terms with change and with responsibility

Some of the reasons for the new demands being made on education are:

The rapid evolution of knowledge and technology. Many techniques and inventions that seem revolutionary today will be obsolete tomorrow.

Increased participation in political and social development. Recently millions of men and women have gained the right to vote. Over one third of the United Nations' member states became independent within the last twelve years. To their citizens, nation-building is a new responsibility.

Demographic change. The population explosion is increasing the proportion of young people; the young are becoming a potent force in society. At the same time, people are living longer. An education ending at 12, 16, or 20 cannot prepare for a life stretching to age 60 or 70.

Spread of mass media. People are less and less confined by neighbourhood or village, tribe or social class. Increasingly, they are in touch with the entire world through mass media. These media can build awareness and awaken aspirations at all ages. They can also be effective tools for persuading and manipulating those not trained to evaluate messages and exhortations.

How can education take into account these and other present-day realities?

It must, of course, pass on the wisdom of the past, each man's cultural heritage. But it can also increase awareness of the cultural riches of other groups.

Education must continue to transmit specific knowledge and skills. But it must also instill an understanding that acquiring knowledge and skills is a life-long process. It can initiate learners into methods and means required, and the opportunities available, for continual re-education.

Above all, education must prepare people psychologically and intellectually to confront change. To do so implies the ability to perceive, weigh, and choose between alternative actions. Choice, in turn, requires a sense of direction - ultimately, of values. Education must make clear that values do not come from higher authorities alone but must continuously be elaborated by the individual himself. It must help the learner discover his own importance as an individual and his responsibility to others.

Paul Lengrand comments on the meaning of life-long education:

> "The notion that a man can accomplish his life span with a given set of intellectual or technical luggage is fast disappearing. Under pressure from internal needs and as an answer to external demands, education is in the process

> of reaching its true significance, which is not the acquisition of a hoard of knowledge but the development of being, of a being attaining increasing self-realization as the result of successive experiences."[1]

Thus, life-long education implies, not only that people will need learning experiences at various points throughout their lives, but also that many of these experiences, to be useful, will differ greatly from education as we have long known it within formal institutions and systems.

2. Continuing Need for Adult Literacy Education

In any definition of education, the ability to read, write, and calculate, or literacy, is considered a basic learning tool. At present, as UNESCO statistics indicate, about 34.2 per cent of the world's population, or about 783 million people, totally lack this tool.

Adult illiteracy is widely viewed as a temporary problem. which will disappear with short-term adult literacy education and, above all, with the spread of primary school education. The available evidence, however, indicates that literacy learning for adults will always have a place in life-long education.

2.1 Changing definitions of literacy

When is an adult literate? Educators now tend to answer in terms of what a person can do with his literacy, what "functions" it allows him to perform. An adult is "functionally" literate if he can meet the demands for literacy skills his society makes on him (assuming his society makes some such demands).

Functional literacy differs greatly according to how one lives and where. The level of literacy a farmer in

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[1] Paul Lengrand, An Introduction to Life-long Education, UNESCO, 1970, p. 44

India needs for everyday life will be lower than that a Bombay resident requires to work in a factory and conduct everyday business. At the far end of the scale, Carlo M. Cipolla states, "In an advanced industrial society a person with less than ten or twelve years of schooling is functionally illiterate".[2]

Just as important, the same person can require different levels of literacy within a single lifetime. Primary school may adequately prepare a man for village life. But if he moves to the city, has to complete documents and forms, seeks work in industry, he may find he is functionally illiterate.

As standards go up, skills often decline. Many primary school leavers or adult literacy class graduates have lost whatever skills they had; they have reverted to functional illiteracy. Retention of literacy skills seems to depend on many complex factors. All, however, contribute to one result: practice.

Statistics on illiteracy do not reflect the evolution in demands, and in preparedness to meet demands, described above. As now expressed, these statistics seem to define a target for "eliminating" adult illiteracy by making short-term educational programmes available to a given group. In fact, the problem is much larger (in terms of numbers of people), and infinitely more complex than the statistics indicate.

2.2 Literacy and the primary school

Most countries regard primary education as the long-term solution to illiteracy. This confidence is misplaced because (a) in many less developed countries, it will be decades before all children enter and complete primary education,[3] and (b) even where primary education has long been available and compulsory, functional illiteracy remains a problem.

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[2] Carlo M. Cipolla, Literacy and Development in the West, Penguin Books, 1969, p. 104

[3] The definition of primary schooling varies from three to eight years. In some countries schooling is not compulsory, in others

According to U.N. population projections, between 1965 and 2000 the number of children in the world aged 0 - 4 will have increased by 63 per cent (an additional 290 million), and the population aged 5 - 14 will have grown by 30 per cent (an additional 620 million).

Population is growing fastest where the percentage of school-age children now enrolled in school is lowest. Of the additional 620 million children aged 5 - 14 expected by 2000, over 570 million will live in the less developed countries. By then, the number of children in this age group will have doubled in three countries.

In Africa, according to latest figures (1968), 40 per cent of primary-school-age children are now enrolled in school. If the U.N. projections are correct, Africa will have to double primary school capacity and enrolment by 2000 to maintain this percentage.

Children who never attend primary school reach adulthood as illiterates. In addition, many enrolled in primary school never become literate because of school wastage (drop-out and repeating).[4/]

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it is for several years, in still others children must attend school until age 15 or 16. Estimates of schooling required to ensure permanent functional literacy range from four years to the ten or twelve cited by Cipolla.

[4/] In India, for example, only 16 per cent of the children who entered grade I in 1963 completed grade V in 1967 (and only 47 per cent ever completed the five-year cycle even with repetition). Wastage is most common in rural areas, where chances to acquire and use literacy skills outside school are rarest.

Even when capacity and attendance are not problematical the primary school does not always ensure permanent functional literacy. In the United States, census figures show a scant 1 per cent of the adult population (14 and over) as illiterate. Yet a 1970 poll indicated that about 18.5 million Americans aged 16 and over cannot complete standard forms required to obtain several vital social services. Similar findings are available from Great Britain and Italy.

Adult illiteracy is not a disease we can eliminate permanently with one injection of vaccine, in primary school or adult literacy classes. Instead, it calls for repeated therapy.

3. New Concepts of Adult Literacy

Literacy is an emotive subject.

The politician views a low literacy rate as a matter of national shame. He favours legislation against illiteracy, and speaks of "eliminating" this blight.

The humanist cannot conceive of what it is to be illiterate. For him, literacy is a prerequisite for cultural development.

Recently, economists and national planners have anxiously evoked the proposition that illiteracy may contribute to underdevelopment. Countries with high gross national products have high literacy rates, and those with the lowest GNP's suffer from widespread illiteracy. From this, one might conclude that making large numbers of adults literate can raise the standard of living.[5]

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[5] Historical analysis supports this view to some extent. Discussing the spread of industrialization in 19th century Europe, Cipolla writes:
"The more literate countries were the first to import the Industrial Revolution. Literacy favoured industrialization in more than one way; it avoided shortages of literate workers in those fields in which such workers were specifically

It remains for those actually studying the effects of literacy, both on human beings and on the social and economic context in which they live, to try to indicate objectively what literacy means to the individual and to the nation. In recent years, work done in the experimental work-oriented literacy projects supported by UNESCO and the United Nations Development Fund, and in other innovative literacy programmes, has contributed to a more refined description of adult literacy. This description begins with an analysis of why so many efforts to spread adult literacy have failed.

3.1 Failure of previous efforts

In many countries with widespread adult illiteracy, the educated classes have declared campaigns to make adults literate. In the cities, such campaigns have met with some success. But in rural areas, they have often failed, especially if use and retention of literacy skills are the criteria of success.

The illiterate adult, infected by the zeal of organizers and teachers, starts out with high hopes. But soon he realizes that the education being proposed is difficult, and takes an extraordinary long time to acquire, and that it is of no use in his daily life.[6] In short, he realizes he is being asked to acquire complicated skills not to enrich his own life but to suit someone else's conceptions of what he should be.

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required and on a more general ground it made people more adaptable to new circumstances and receptive to new ideas. This was especially important at a time when production processes were rapidly changing with the introduction of new machinery." (Op. cit., pp. 87-88)

There is, however, no evidence that literacy in itself stimulates national development. In some countries, each year's school graduates increase the ranks of the educated unemployed. Moreover, a country's standard of living depends on how income is distributed as well as on how much is generated.

[6] See Charles Maguerez, La Promotion Technique du Travailleur Analphabète, Paris: Editions Eyrolles, 1966, pp. 25 - 27

In some cases, spurred by shame or ambition, the adult may continue his efforts and even gain a certificate. But literacy probably will never become an integral part of his life.

Those who forget the illiterate in their haste to eliminate illiteracy ignore the voluntary nature of all adult education:

> "Except in very particular circumstances, no outside authority attempts to compel (the adult) to study, to improve his mental equipment, to become a better citizen or a more knowledgeable and understanding head of family. For as long as he has not grasped that a specific benefit awaits him if he makes a particular effort in the professional, civic or cultural field, he will keep out. And when he has gone in, it is always open to him to withdraw.[7]

3.2 From illiterate to literate

In fact, the illiterate is not so helpless as it seems. He can still enjoy certain traditional arts almost lost in highly literate societies: storytelling, recitation, prolonged conversation. In most countries, illiterates can and do vote. Radio, television, films, filmstrips, even puppet shows spread information and entertainment independent of the printed word. A man unable to write a letter can perfectly well speak on the telephone.

Still, research into the behaviour and mental processes of literates and illiterates indicates that, in some situations, illiteracy can be a serious handicap. In this analysis, literacy is not viewed as the mechanical skill of reading (decoding) and writing (reproducing letters) alone. Rather, it is seen as a distinct stage of consciousness and of mental agility.

Marguerez states, "Not knowing how to read or write is only one of the traits of 'illiterate' adults in the less developed countries: it is only the most evident one."[8]

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[7] Paul Lengrand, op. cit., p. 49

[8] Charles Marguerez, op. cit., pp. 27 - 28

Among other traits he and other experts concerned with technological progress cite in the illiterate adult are: inability to interpret drawings, photographs, maps, etc. as representations of the real world; ignorance of the reasons for simple phenomena (natural, like weather, or man-created, like harnassed electrical power); lack of a standardized notion of time (and therefore, in a work situation, of productivity); inability to apply exact measurements; inability to comprehend the need for precision.

In general, Marguerez and others find, the illiterate cannot abstract from reality. His perception of the world is limited to empirical knowledge. This characteristic varies according to the person's exposure to modern science and technology. It has no relation to his basic intelligence.

Others comparing literates and illiterates find the latter more apt to see the world as static, less ready to consider discarding old explanations and techniques for new ones. In terms of political development, this characteristic makes possible the "culture of silence" analyzed by Paulo Freire - a society in which the illiterate remains self-deprecating, easily oppressed, fatalistic, without hope for the future.

Today many national leaders see the need to rapidly mobilize large masses of adult illiterates for various kinds of development, such as improved productivity and use of resources, better health and nutrition, population control, civic participation.

But exhorting people to think and act in certain ways, they find, is not enough. People will not change habits of thought and action unless the see the need for, and the benefits derivable from change.[9]

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[9] Understanding does not always ensure action, as shown by all the highly educated people who know smoking is

Further, they are most likely to replace traditional patterns of thought and behaviour with a new order if they themselves have participated in designing this new order.

Both in considering and understanding the effects of changed behaviour, and in participating in decisions about change, literacy may be an indispensable tool as well as a propelling force. But in this analysis, literacy is defined as follows:

> "The changeover from the illiterate to the literate state is not a mere evolution, an enrichment of the intellect. It is a radical mutation. The process implies not merely access to a higher level of knowledge but also a general restructuring of knowledge previously acquired, of modes of apprehension of the outside world, of forms of elaborating ideas and, in a word, behaviour as a whole. For many former illiterates, having learned to read and write has been a rediscovery of the world, a rebirth."[10]

3.3 Functional literacy

From this analysis of previous failures and of the process of moving from illiteracy to literacy, a new approach to adult literacy education, functional literacy, has developed.

According to this approach, the ideal adult literacy learner is the man (or woman) whose lack of certain knowledge and skills keep him from advancing in one or more areas, e.g., economic, vocational, social, political. The learning programme provides the specific practical and theoretical training needed to overcome this block. The learner himself helps design the learning programme by identifying and imposing his needs. Whatever he acquires from the programme he can immediately use, thus reinforcing both skill (through practice) and motivation (through gratification).

For example, a farmer wants to increase his productivity. He thinks better quality seeds, fertilizer, insecticides, irrigation can help him do so. But he does not know how to use these. The learning programme lets him discover when and how

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harmful, understand why, and continue to smoke. But understanding is an essential step.

[10] Practical Guide to Functional Literacy, Paris: UNESCO, 1973, p. 39

to plant, prepare and apply fertilizer and insecticide, and carry out other important operations. In this process he learns the general principles underlying modern agricultural practice. He also learns to measure, compute, keep records, read instructions as necessary. He may decide that other learning programmes (for example, about marketing, cooperative development, use of farm machinery) would be helpful.

The term "functional literacy" is widely used; some variations in programmes called by this name are described in the other working documents. Here it is important to stress one major and invariable characteristic with relevance for life-long education.

By definition, functional literacy prepares people for progress. It has no meaning except insofar as it meets existing expectations and raises new ones. Therefore, it is useful in a milieu that is socially and economically, and perhaps politically, dynamic. It is especially indicated in large-scale development programmes that create a real and obvious demand for a modern outlook and new skills, and that can promise meaningful advancement for all able participants.

By definition, functional literacy is useless, and might even be **harmful**, applied in isolation, in a static environment. It does little good for a farmer to want to improve productivity and to learn the required techniques, if the necessary materials and structures - seeds, fertilizer, insecticides, farm machinery, rural development programmes, agricultural extension services, marketing organizations - are lacking. Similarly, preparing an adult to think critically and to assume civic responsibility makes no sense if his voice will not be taken into account.

4. Functional Literacy and Life-Long Education - Some Policy Considerations

Where adult illiteracy is widespread, neither primary education no short-term adult literacy campaigns will eliminate this problem. In industrialized and industrializing nations, demands for literacy skills will continually evolve: to cope with new demands, many adults once considered literate will need further training. For these reasons, adult literacy education - initial, remedial, or supplemental - must be part of any scheme of life-long education.

At the same time, the concept of functional literacy revolutionizes thinking about literacy for adults as well as adult education in general. In theory at least, functional literacy is the prototype for all kinds of life-long education - personalized education, provided as needed at any age, designed with the learner's participation, and aimed as equipping him to confront, analyze, and shape his environment.

There is, however, a danger inherert in the very "functionality" of functional literacy.

When resources available for education are insufficient (practically always), it is logical to concentrate adult education where it can be most profitably used.

But acquiring literacy is a basic, a unique learning experience. The illiterate ignorant of what literacy means has as much right to literacy education as the illiterate for whom literacy will provide immediate and recognizable rewards. Should literacy programmes be offered only those adults fortunate enough to stand at the threshold of social and economic development?

A fundamental conflict between two viewpoints is evident here.

On one side stand those who see education for the illiterate and semi-literate as an investment (like capital, machinery, higher level vocational training) with measureable returns in terms of economic (and perhaps social) development. A good case is the training of illiterate workers to meet manpower needs for specific development projects (for example, the training programs provided by the Italian engineering enterprise IMPRESIT in connection with construction of the Kariba Dam in Zambia).[11] Unfortunately, such clearcut opportunities to meet manpower needs through functional literacy involve only a small part of the population.

On the other side stand those who, above all, feel an obligation to introduce as many adults as possible into a literate culture. They recognize the wastage experienced by indiscriminate literacy campaigns in the past. They realize that an adult must see the need for literacy if he is to make the effort to become literate, and must use literacy skills to retain them. They know that allocating education budgets means setting priorities. They believe that adult literacy bears some relationship to social and economic development. But they refuse to value adult literacy education in terms of economic returns alone.

5. Creating a Literate Environment

These two viewpoints pose a difficult dilemma. But there is a way out. It consists in viewing promotion of adult literacy in a wider context than simply the provision, to one group to another and at one point or another, of literacy education.

. It is important to identify ideal settings for functional literacy programmes, and to establish the structures required to design and carry out such programmes.

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[11] Commenting on such educational programmes, this enterprise states: "...it is always more economic to train local

But at the same time, that part of life-long education affecting adult illiterates and neo-literates must aim at creating what has been called a "literate environment". Creating a literate environment implies breaking down barriers between literate and illiterate, schooled and unschooled. It calls for emphasizing discussion and articulation of everyday problems, and a realistic appraisal of the value learning in solving these problems. Acquisition of literacy is viewed as one step, though a crucial one, in a continuing process of becoming aware of oneself and one's surroundings. In a literate environment adults see practical evidence of the usefulness of literacy, and they have access to opportunities to acquire, and then practice and benefit from, literacy skills.

5.1 Pre-literacy programmes

Pre-literacy learning can prepare the adult for the effort of acquiring literacy by (a) helping him articulate his learning needs and assess what literacy might mean for him, and (b) demonstrating the practical value of literacy skills.

Assessing the meaning of literacy. Few illiterates live in a truly pre-literate society. Most are painfully aware that adults with school certificates generally have more status and may have better jobs than they have.

To motivate illiterate adults, organizers and teachers often state that literacy guarantees social and economic advancement. They also imply that becoming literate is fairly easy, and that to remain illiterate brings shame on the adult and his community.

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workers than to recruit European technicians and, in this sense, literacy activities represent a profit rather than a loss." (From a document prepared by IMPRESIT for a European Round Table on "Integration of Literacy Programmes in Economic Development Projects: the Contribution of Italian firms" held in Turin in April, 1970.)

This "publicity" colours the illiterate's attitude toward learning. He is cruelly unprepared for the effort involved in mastering literacy skills. If he succeeds, he may discover literacy really doesn't improve his everyday life. He may even feel compelled to abandon his milieu in search of "proper" work (thus joining the uprooted unemployed). If he fails, this only confirms his poor opinion of himself and other illiterates.

For a true reform of education, everyone - from educational planners to peasants - must reconsider the need for and value of all forms of learning.

The illiterate must recognize that he is not ignorant: he possesses a culture and a great deal of practical knowledge. But he must be helped to break loose from lethargy, learn to articulate his thoughts, dare to formulate realizable aspirations. Above all, he must come to see how acquiring certain knowledge and skills might help him solve practical problems he faces every day.

This process of reassessing the value of learning can go on in many settings - for example, in village discussion groups, in listening clubs formed round radio and television broadcasts, in civic and political organizations. Outsiders (including local educated leaders) can help provide such settings and stimulate discussion, but the reassessment must proceed from within, it cannot be imposed from above.12/

12/ This approach to preparing adults for literacy education was used by UNLA (L'Union Nazionale per la Lotta Contro l'Analfabetismo) in small agricultural villages in Southern Italy. UNLA created adult education centers in which were organized practical discussion groups as well as recreational activities, and learned to express oneself in public. Only when the adults began to show an interest in literacy did UNLA offer literacy instruction, along with general, technical and vocational courses.

Demonstrating the practical value of literacy. While the average illiterate senses that literacy confers benefits, he may have no realistic idea of how it could affect his life. The obvious advantages - being able to read a newspaper, write a letter, enjoy a book, study the Bible, fill in forms - are important for some but meaningless for others.

Other advantages, less often cited in traditional literacy programmes, may have more interest. A farmer or fisherman will value understanding weighing and measuring on market day and knowing the relative worth of different pieces of money. A mother with ailing children will want to measure medicine and tell time so as to administer doses correctly. A new arrival in a city will want to master the transportation system and be able to read a map.

Although they do not constitute literacy as defined above, these practical operations are important toeholds. Incorporated into short, specific pre-literacy programmes, the can help the adult measure the value of investing time and effort in literacy learning, as well as give him a taste of independence and pride.

5.2 Post-literacy programmes

The foundations for post-literacy learning must be laid in the literacy programme itself. The learner must comprehend that literacy skills will disappear unless continuously used. The programm should indicate all possible means of building on these skills, for example, the use of writing for practice and also to generate reading matter for others.

Above all, learners must understand that acquiring literacy is a beginning, not an end in itself. For this reason, granting literacy certificates and declaring areas "free" from illiteracy, while public relations' gestures. may in fact mislead the new literate.

Reading materials. Educators have long deplored the lack of suitable reading materials for new literates. To list some requirements for such materials is to suggest the problems in providing them. They should: be in the language the adult has learned to read: use a vocabulary he is familiar with and language structure he can understand; use a type size he can read easily; be attractive in layout and overall design: contain illustrations he can interpret and by that enhance the text; cover subjects that interest him, not subjects others think appropriate; be available where he lives; be economically accessible.

Reading materials for new literates must be written and designed by people trained for this task. Production and distribution must usually be subsidized (though there is some evidence that charging a small amount enhances the value of printed matter to the new reader).

The role of these reading materials is not to fill the reading needs of new literates forever. They should allow readers to perfect their skills, and sample the benefits of reading, to the point where they can and want to handle matter meant for the ordinary literate.

For this reason, placing reading materials for new literates alongside more difficult materials seems helpful. Examples would be selling books for new literates in regular bookstores, providing a special collection within a normal library, including extra pages for new readers in regular editions of newspapers (as now practiced in Tanzania, among other countries).

On the other hand, periodicals specifically designed for new literates, if well produced and distributed, can generate a sense of community within this group. They are especially useful if they solicite comments, letters, or other written material from readers.[13]

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[13] An interesting feature of the between-the-wars literacy campaign in the USSR was a newspaper for new literates which published simple articles in large type, with copious illustrations, and included self-test questions

Libraries. Experience with library services for new literates shows that it is not enough for libraries to extend their services to remote areas through such schemes as book mobiles and circulating collections. They must also make an effort to attract readers and serve their wishes, for example by functioning as community cultural centres, organizing book reading and discussion groups, conducting surveys of readers' tastes.

Other post-literacy programmes. Post-literacy programmes must go far beyond providing suitable reading materials. Any activities that widen the adult's field of interest and actively engage his critical and reasoning faculties can promote the use of literacy skills: participation in radio and television discussion groups, political and social organizations, cultural events. At the same time, other learning programmes for adults can consider the new literate's need to exercise and build on skills. For example, agricultural extension or health education services can provide reading materials, practical aids (calendars, charts), and other subject-oriented tools designed with the new literate's needs, interests, and capabilities in mind.

Those acquiring literacy skills through very specialized functional literacy programmes (for example, within an agricultural cooperative or a factory) will need to discover how to use these skills in other areas of their lives. Thus a functional literacy programme in a factory might well be followed by a programme in civic or political education which, even if it does not concentrate specifically on using literacy skills, fosters discussion among new literates and indicates where and how to find pertinent reading materials and other sources of information.

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and mathematical problems that readers could send to the editorial offices for checking. See A.M. Ivanova, Textbooks and Study Aids for Illiterates and Semi-literates, Fundamental and Adult Education XI: 3 (1959), pp. 173-174

6. Integrating Functional Literacy with Other Learning

If, as Paul Lengrand states, life-long education consists of "successive experience", to have meaning these experiences must be integrated. For this reason, educators now speak of "life-long integrated learning".

As far as adult literacy learners are concerned, learning must be integrated with (a) other learning experiences open to adults, and (b) the school system.

6.1 Other adult learning

The adult learner, wherever he begins, should be able to pass smoothly from one learning experience to another. All too often, however, adult literacy programmes and other adult learning opportunities (e.g., vocational training, general courses for adults, correspondence education) proceed side by side, independent of each other. Adults emerging from literacy courses (and sometimes school leavers as well) often are not proficient enough to benefit from these opportunities.

At the least, an intermediate level of learning programmes for adults is necessary to bridge this gap. But even more important is an examination, and if required a restructuring, of the entire range of learning experiences available to adults (including those provided by private industry, non-governmental agencies, mass media, etc., as well as public bodies). Such an examination should involve probing the need and demand for as yet nonexistent programmes as well as categorizing available ones.

6.2 The school system

As parents, many illiterate or semi-literate adults have an ambivalent attitude towards school attendance. Some view schooling as a passport to higher status and earning power: in many countries, unschooled parents exhibit a passionate desire to see children in school. But others see little real value in school-going, especially when their children can supplement family income outside school. When a child of illiterates falls back in school, his parents cannot help him. If he drops out, they may accept this as normal.

Functional literacy programmes for adults should help remedy this situation. They can demonstrate the usefulness of literacy; to most, it is obvious that this is acquired most efficiently at school. Also, they can equip parents to follow, and perhaps help, children's progress in school.

Such programmes can also affect schools at a deeper level. Having participated in designing and experienced a useful learning programme, adults can judge if the school really is meeting learning needs. If not, they can organize to discuss what these needs are and urge that the school provide for them. Also, experience with functional literacy programmes, especially in a rural milieu, can influence primary education by making it more problem-oriented and less dependent on rote learning; by introducing new methods and materials.

Once adults can approach the primary school as critical though supportive citizens sure of their own identity, the possibilities for integrating primary and adult learning become almost limitless. Some examples would be constructing buildings to serve as schools during the day and community learning and cultural centres at night, designing school libraries that also cater for adults, encouraging parents to aid teachers in conducting classes or supplementing the curriculum with practical instruction, installing radio and television for the use of all age groups.

6.3 Learning about education

Finally, illiterate and semi-literate adults could gain a great deal by learning about the role education plays in a modern society. For many, education is a mysterious, almost magical, possession. These people, indeed all citizens need a clear and simple explanation of the nation's education system. This could cover, for example, the policies which shape the system and why they were chosen, how the system is financed, the financial and other constraints it faces, why various elements of curriculum are important, the way teachers are trained, why a minority must receive advanced training at the expense of the majority and how this minority is designated, what opportunities are available to people of various ages, and above all how citizens can participate in shaping, improving, and supporting education. This explanation could be worked into a pre-literacy or functional literacy programme, perhaps with the use of radio, television or other visual aids. However, he is informed, the learner should be encouraged to discuss, ask questions about, and take exception with the presentation.

Those preparing such an explanation would of course themselves have to ask and find logical answers for some basic questions, and this might be a salutary exercise for all concerned.

4.2. LEARNING AIMS, METHODS, AND MATERIALS FOR FUNCTIONAL LITERACY AND THEIR IMPLICATIONS FOR STAFFING

Margo Viscusi

Functional literacy for adults, and educational method still in its infancy, is already producing noteworthy innovations in learning programmes and materials for illiterate adults. These, in turn, impose new approaches to staffing for literacy activities.

These innovations result logically from several determining criteria of functional literacy. Before discussing methods, materials, and staffing it is helpful to review these criteria.

1. What is Functional Literacy?

According to UNESCO publications and documents, functional literacy is education for illiterate adults at the service of social and economic development. It gives working illiterates the knowledge and skills required to increase productivity and thus foster their own and national advancement. To meet these aims, functional literacy is:

- selective: offered those who can benefit most from literacy and, once literate, contribute most to national development, i.e., workers in important sectors of the economy;

- intensive: concentrated over a short period, so that what is learned is immediately used;

- global: aimed at educating the whole person, not just at imparting isolated knowledge and skills;

- integrated: combining literacy with other knowledge and skills in one organic programme balancing practical and theoretical learning; ideally, provided at work during work hours;

- tailor-made: designed individually for relatively small groups; elaborated on the spot, with the participation of all concerned.

Some theorists insist that to be functional a literacy programme has to meet all these critera. But realists must accept that most current programmes termed functional do not. While these incorporate some pedagogical innovations (e.g., combining literacy with other knowledge and skills), they are often neither selective, nor intensive, nor tailor-made, nor truly integrated as described above.

Our purpose here is not to determine which literacy programmes are functional and which are not. Two practical guides describe this form of education in detail,[1] while reports on three work-oriented literacy projects within UNESCO's Experimental World Literacy Programme analyze its application in the field.[2] It is, however, well to note that there is a theory of functional literacy as well as a practice, and that frequent contradictions are evident between the two.

2. Choosing the Context and Target Groups

Where should functional literacy programmes be developed, and for whom?

UNESCO's Practical Guide states that a functional literacy programme should be a component of a development project, taking as its point of departure the objectives of this project.[3] An example of such a project would be:

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[1] Practical Guide to Functional Literacy, Paris: UNESCO, 1973 (available in French and English)
La Formation du Personnel de l'Alphabetisation Fonctionnelle - Guide Practique, Paris: UNESCO, 1973 (available in French, soon to appear in English)

[2] On Iran, Mali, and Tanzania - numbers 9, 10, and 5 resp. in the series Educational Studies and Documents, Paris, UNESCO, 1971 and 1973 (available in French and English)

Country: Algeria

Development operation: Promote agricultural region of Staouéli

Economic objectives: Increase production of exportable commodities (citrus fruits, wines, early vegetables)

Technico-occupational objectives: Improve production and marketing techniques

Socio-economic objectives: Develop management by workers (auto-gestion)[4]

Several pilot projects included in UNESCO's Experimental World Literacy Programme operate within government-sponsored development projects in industry or agriculture. Indeed, they were conceived to test whether functional literacy can contribute to the success of such projects.[5]

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[3] However, in some cases the overall objective is educational that is, providing the learner with a higher level of technical competence which will allow him to adapt himself to new work situations, changes in agricultural methods and crops, etc. See chapter 4 of the document on Mali cited above, which elaborates this point.

[4] Practical Guide ... op. cit., p. 17

[5] The evaluation of results is still going on; a final report is expected within a few months. It is clear that this is a difficult proposition to test over the short term, especially in an agricultural setting. When production goes up, how much is this due to the introduction of new materials and techniques and the special attention paid a pilot area, and how much to the educational programme alone? Conversely, when production does not go up, may this not be attributable to poor distribution of materials or climatic factors?

Even within the World Programme, not all functional literacy programmes serve development projects. Some have generalized objectives: improving health and nutrition, fostering national identity, increasing production of a crop. Others were first conceived as a means of making literate certain groups (e.g., unemployed adolescents, women) and then assigned a functional content (e.g., pre-vocational training, nutrition).

Still, these programmes differ from programmes imparting literacy skills alone in that they present literacy as a tool necessary for achieving economic and social objectives rather than an end in itself.

Literacy programmes that are functional (in that they serve another purpose beyond literacy skills) are by definition aimed at specific groups. A programme to increase maize production applies to farmers growing maize, while one encouraging family planning is for adults of childbearing age. Of course, the larger the target group for a programme, the further it will deviate from the model of functional literacy as tailor-made training.

3. Formulating Pedagogical Aims

The overall objectives of a development project are determined by national and regional governments or by managements. But the aims of any learning programmes designed to foster these objectives are formulated by experts working among, and with, those the project will affect.

Experience in the UNESCO pilot projects suggests a methodology for this process.[6] It begins with careful study of the environment in which the project will operate (étude du milieu). A variety of experts - statisticians, demographers, psychologists, sociologists, economists, agronomists, public health officers, etc. - can contribute to this study.

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[6] See Practical Guide ... op. cit., part 1

The ètude du milieu covers physical factors, e.g., in an agricultural project soil quality, availability of water. It covers economic and social factors, e.g., market demand for products, marketing organizations and transportation facilities; population distribution. Above all, it covers human factors such as motivation, aspirations, attitudes, relations between groups, and language as well as knowledge and skills. And it quantifies human resources available for organizing, teaching, and supervising literacy programmes.

Most, important, the experts making this study must engage the cooperation of all to be concerned by an eventual pedagogical intervention: local leaders, professionals, technicians, and illiterate adults. Their cooperation not only produces better data, it also serves to inform, reassure, and interest potential participants.

The environment study highlights major problems that hinder attainment of development objectives (or, in other words, changes in structures, activities, attitudes, technical competence, relationships between groups, etc., required to attain objectives).

The next step is to identify which of these problems can be attacked (or which changes effected) through an educational programme combining literacy and technical-vocational training. Functional literacy cannot replace obsolete machinery or reorganize an inefficient marketing system. Nor, probably, can it meet all learning requirements of a development system.

Once learning aims for functional literacy are established, it remains to determine how much potential learners already know in relation to these aims. When an illiterate never exhibits certain abilities, does he lack these abilities, or only the opportunity to use them? When he can perform a certain task, does he understand the principles underlying it (which would allow him to modify behaviour fairly easily), or has he learned these tasks by rote? Devising and administering tests for illiterates is difficult; it is also essential for a good environment study.

It would be a mistake to consider the environment study approach suitable only for highly sophisticated programmes within industrial or agricultural development schemes. Creating a learning programme with any objective, even just teaching people to read and write, raises some basic questions: Who are the potential learners? What do they already know? How feasible are their expectations? What can they do with their new knowledge (e.g., are there books to read, family planning clinics to visit)? Who is available to organize and teach classes? Many adult literacy efforts fail because such commonsense questions go unasked.

4. Elaborating Learning Programmes

With learning aims defined, programmes to accomplish these aims can be devised.

Ideally, this is done by a multi-disciplinary team bringing together pedagogical experts, specialists in technical content (e.g., engineers, agronomists), and experts on the environment (e.g., economists, sociologists, psychologists, linguists). In this process, too, participation is crucial. Thus, the team collaborates with people from the milieu (e.g., factory directors, foremen, labour union representatives, cooperative officials, potential learners. The learning programme reflects collective goals (social, economic, educational), individual goals (the learner's needs and desires), and realities of the environment.

Even in the UNESCO pilot projects designing truly integrated learning programmes proved very difficult. Several years of experiments, some successful and some not, have produced a model for a functional literacy learning programme (and a methodology for developing such a programme).[7] Of course, since functional literacy is designed for a particular milieu at a given moment, this model will be modified in practice.

Each functional literacy programme has one main learning objective, e.g., better cultivation of cotton. This objective is divided into logical, self-contained learning units (e.g., planting, applying fertilizer). These, often phrased in terms of problems, are called sequences.

Next, the order in which sequences should be mastered is determined. Since functional literacy is integrated learning, this is harder than it sounds. Each sequence must build on previous sequences, and develop the learner for those to come. In terms of work-oriented content, an order is usually evident, e.g., planting comes before harvesting. However, planting might require more complex reasoning, interpreting, and communicating skills than harvesting. Further, some sequences might interest learners more than others, or might need more urgent attention (e.g., a factory programme could cover avoiding work accidents before introducing work-connected skills).

Each sequence integrates several kinds of learning experiences. The learner meets a new technique or action - let us call it a "gesture", for example, application of fertilizer. He sees the gesture demonstrated, and he himself practices it. He views and judges the results.

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[7] See Practical Guide... op. cit., part 2

Simultaneously, he discovers the technical or scientific principles underlying it, why it has the effect it has. He masters whatever mathematical operations are necessary to carry it out. He learns to interpret any symbolic representations (e.g., plans, drawings, signs) related to the gesture. He explores its social and economic consequences, e.g., how it can affect production and income; where the necessary materials come from and their cost. He strengthens his ability to communicate orally about the gesture by mastering vocabulary and language patterns that translate aspects of the gesture into language. (Language mastery, of course, is intimately linked to conceptual understanding.) And he learns to read and write the words that communicate about this gesture and its technical, social, and economic foundations. Through reading and writing he can conserve facts and ideas for later reference as well as refer to other sources of information on the subject.

Thus, each learning sequence involves several kinds of activities: discussion, demonstration, practice, some carried out in a group, some individually. The weight given each activity, the order in which they are performed (e.g., first demonstration then discussion, or the reverse), the number of hours the sequence lasts, its intensity (e.g. a session once a week or every day), the location of various activities (in the fields, on the production line, in a classroom), all these vary from sequence to sequence, and from programme to programme.

Finally, the learning programme as a whole and all of its elements are modified continually through experience by means of a system for feedback of information (see Working Paper 3, pp. 121-124).

This necessarily bare and abstract sketch of integrated learning within a functional literacy programme should suggest how functional literacy differs radically from traditional literacy programmes. Among the latter belong those which simply use a work-oriented vocabulary and base mathematical problems on everyday experience, as well as programmes presenting literacy and vocational training simultaneously, but separately.

5. Designing Learning Materials

Learning materials for functional literacy programmes, like the programmes themselves, are designed for use in a specific *milieu*. They are not acceptable until tested with actual learners and instructors in this *milieu*.

Adaptation to the *milieu* means learning materials take into account users' aptitudes, tastes, and learning needs. Choice of vocabulary, presentation of ideas, and graphic design - all require intimate knowledge of the adult learner.[8]

It also means these materials allow for the abilities and needs of *instructors*.[9] Often the instructor knows only schoolroom methods; in addition to presenting learning matter, learning materials must impose a system of handling this matter that is suitable for adults.

In addition, functional learning materials are designed with the physical constraints of the environment in mind. Instructors travelling far to classes by foot or bicycle cannot carry heavy books and charts: film and slide equipment requiring electrical power is not useable everywhere.

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[8] For example, studies indicate that some illiterate adults perceive certain illustrations (e.g., a drawing using perspective) differently than literate adults. Effective learning materials, while perhaps designed eventually

Learning materials for true functional literacy programmes illustrate the principle of integrated learning. Thus, in all respects they relate to the programme's learning aims. For example, a booklet designed to impart literacy skills in a "better cotton growing" programme will use some operations of cotton growing as subject matter for text and illustrations and as a source of vocabulary and writing and mathematical exercises; it can also be shaped so the farmer can carry it in a pocket to refer to or make notations in while in the fields.

Literacy learning materials fall into two general categories. One provides the learner at the outset with a block he will master gradually (the primer is the main example). The other presents content in small units: as he works through each unit, the learner keeps the relevant materials and so gradually builds his own collection for reference.

Many functional literacy programmes use a primer or primers. However, these differ radically from the school primers still used in some adult literacy classes. Often they are supplemented with such aids as posters, flash cards, flannelgraphs with elements that adhere to make words or sentences or arithmetic problems, blackboards, maps, etc. Sometimes an instructor's guide accompanies the primer.

Other functional literacy programmes are experimenting with sequential materials developed by learning unit. Materials for a unit might include (a) for the group: a poster or posters illustrating the learning problem

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to develop visual perception, will begin with images the learner can interpret correctly.

9/ The person leading learners in a functional literacy programme is designated by various titles: teacher, instructor, monitor, animator. To simplify the matter we use only one - instructor - throughout this paper.

under consideration which serve as a discussion reference; (b) for the instructor - a card, paper, or booklet (or mixture of these) presenting the ideas, attitudes, and knowledge to evoke from and transmit to learners as well as instructions for conducting learning sessions: (c) for each learner: various tools for imparting and practicing literacy skills required to master the learning problem (e.g., booklets, work sheets): and (d) for the group: supplementary audio-visual aids such as slides, films, tape recordings.

Sequential materials have many advantages. They do not resemble school primers, and so differentiate adult from school literacy. They do not discourage the learner by exposing him to advanced lessons that seem very complex; he receives learning assignments in manageable doses and experiences a sense of accomplishment as he masters each. They can be distributed according to learners' progress, and units for future sequences can be modified from experience with earlier ones. They allow for programme individualization: some basic learning units can serve many learners, while other, more specialized units can be grafted on to this base to provide a variety of programmes.

It is easier to design and print a primer for many adults than to keep experts and printing facilities continuously engaged in producing and modifying highly specialized sequential materials. However, the latter arrangement is more likely to produce the individualized, flexible learning programmes that are supposed to characterize functional literacy.

According to their objectives, functional literacy programme can also require learning tools for acquiring vocational or technical skills. Sometimes these are actual objects: scales, rulers, parts of machines. Sometimes they are teaching models.

These too must suit the environment: a nutrition lesson using unfamiliar utensils is hardly functional. Because such tools can seem commonplace compared to printed matter, they are sometimes overlooked; this oversight can mean disaster for a functional learning programme.

6. Developing Appropriate Teaching Methods

The most innovative learning programme is useless if the instructor presenting it forgets he is working with adults and reverts to attitudes and actions typical of schoolteachers. This can be avoided through (a) training of instructors (see below), and (b) designing the learning programme to facilitate use of teaching methods suited to the needs, interests, and abilities of adult learners.

What are these methods?

One is discussion. Functional literacy aims not just to impart knowledge, but also to get people to accept and practice new habits of thought and action. It is largely through discussion that this happens.[10] Presented the theme, or "problem", of a learning sequence, the learners are urged to discuss it. In this process they raise questions, reveal what they already know, discover their attitudes. They also master oral vocabulary needed to conceptualize and communicate about the subject. They explore various solutions (e.g., retain old practice, try fertilizer and see, use fertilizer). Eventually they choose one and, most important, decide if they will adopt it.

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[10] Jack Mezirow writes on this subject: "...experience strongly suggests that learning in groups is generally the most effective means for bringing about changes in attitudes and behaviour. The reasons are fairly obvious. In a group, competition for respect mobilizes a member's energies, the social support stimulates thinking, and the sifting of ideas in social interaction serves as an error-correcting mechanism. In traditional societies, moreover, individuals learn the meaning of new ideas and decide whether to change their behaviour through the social interaction of primary groups - the family, relatives, and neighbours. The influence of the group's opinion on individual action is well established. It appears to be a function of the degree of group consensus that the

Another important activity is watching a demonstration of a new action or technique. Demonstration has two objectives. One is pragmatic: to show how something (e.g. weeding) is done. The other is persuasive: to show results (e.g., healthier plants). The demonstrator must perform the action well and be recognized as an expert by learners.

A third activity is practice of newly acquired techniques and skills. Practice as a learning activity requires critical supervision. It also requires real tools and sites, e.g., a tool bench, a motor, a special plot. In an agricultural programme, learners can practice only at certain times of the year, and under certain conditions; this has important implications for the location and timing of programmes.

A final learning method, an extension of practice, is self-instruction or using new knowledge and skills creatively outside the location and hours of the learning programme. Self-instruction is the basis for permanent literacy and for continued education. The learning programme can encourage it in many ways: e.g., learners can be asked to compose phrases and sentences of their own between sessions, copy down and decipher words they meet on signs or elsewhere, seek new applications for mathematical skills.

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individual perceives. When a group adopts a new norm there is powerful pressure on the individual to conform. "Educating Adults in Family Planning, a Rationale and a Strategy for Developing Countries." World Education Issues. Number 1, September 1972.

7. Selecting and Training Overall Staff

From the preceding, it is possible to state some characteristics of staff concerned with building up and offering functional literacy programmes.[11]

1. This staff will be *multi-disciplinary*. Carrying out the *étude du milieu*, designing programmes and materials, evaluation, etc. call for the participation of many kinds of experts.

2. Its work will be *inter-disciplinary* - that is, it will work as a group. Since functional literacy is integrated learning, a functional literacy programme cannot be designed or put into action by a group of experts working separately.

3. It will be flexible, ready and able to modify programmes on the basis of experience and feedback, and to adapt learning content and methods to new objectives and new *milieux.*

4. It will consider the adult learner a participant in, not an object of, the educational programme.

The best method of training staff for functional literacy is the same used in functional literacy programmes: namely, learning by doing. The mechanism found most useful for this training is a relatively new one, the operational seminar.

The operational seminar takes place on the terrain where a functional literacy programme will be offered. The participants, organized into inter-disciplinary groups, live and work in close cooperation with people from the *milieu*. They go through the steps in setting up a functional literacy programme described above: making the *étude du milieu*, determining aims, designing and testing learning programmes and materials. In addition, they select, and devise a training programme for, teachers. The operational seminar can also put the functional literacy programme into action and evaluate short-term results.[12]

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[11] See La Formation du Personnel de l'Alphabétisation Fonctionelle, op. cit., part 2

As interest in functional literacy spreads, training in this method is becoming available in institutions as well. Already, the UNESCO-supported regional centres ASFEC (for Arab states) and CREFAL (for Latin America), as well as two universities (at Nice, in France, and Indiana, in the United States) offer training programmes for functional literacy staff. However, there is general agreement that any theoretical training should be supplemented by participation in at least one operational seminar, as this seems the most effective means developed so far for helping people understand what functional literacy is and how it works.

8. Selecting and Training Instructors

Concerning instructors of functional literacy programmes, the following remarks are pertinent:[13]

1. Since they are inter-disciplinary, these programmes may require more than one instructor for each group of learners. For example, one person may present theoretical material, lead discussions, correct literacy exercises, while another or others make demonstrations and supervise practice.

2. Just as functional literacy differs from school literacy, the instructor in a functional literacy programme differs from the schoolteacher. He is one member of a group of which all members are equal. He may present certain information, but this information becomes useful

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[12] The operational seminar also produces a report. Such reports are both a plan of action for the particular terrain studied, and a guide to conducting an operational seminar. Several of these reports are available through UNESCO's Literacy Division.

[13] See La Formation..., op. cit. part 3

only through group discussion and action.

Instructors in current functional literacy programmes come from all kinds of backgrounds. Since these programmes are designed to change habits of thought and action, it is not only the instructor's knowledge that counts, but also his or her ability to interact with and animate learners. For this reason, an instructor from the _milieu_ who understands and sympathizes with learners' problems is especially suitable: a former learner turned instructor is ideal but, unfortunately, also rare.

Logic dictates that training for instructors use the same methods that instructors are asked to employ. This means replacing lectures and memorization with discussion, demonstration, practice, self-instruction. School teachers intending to present functional literacy to adults will need _re_training.

During the initial training period, instructors should come to understand the basic principles of functional literacy as well as grasp the content of the particular learning programme they will handle. Because these programmes rely so much on feedback, instructors will also need training in evaluation methods,- e.g., gathering data, eliciting judgements from learners on the programme's effectiveness, administering tests, keeping records.

As an educational method in constant evolution, functional literacy calls especially for in-service training and refresher courses for instructors. Some functional literacy projects have found an instructors' newsletter or bulletin helpful in dissemination information and building an _esprit de corps_. And in some countries radio and television are used for training instructors and other staff.[14]

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14) See Literacy 1969-1971: Progress Achieved in Literacy Throughout the World, Paris: UNESCO, 1972, p. 65, for a description of some such programmes. See also Radio and Television for Literacy, Paris: UNESCO, 1971 (Reports and Papers on Mass Communications, 62)

4.3. PLANNING, ORGANIZING AND ADMINISTRATING FUNCTIONAL LITERACY

Margo Viscusi

Most functional literacy projects of the kind described in Paper II are relatively small-scale, pilot undertakings, often operating alongside traditional, more massive literacy programmes.[1] The methodology developed in such projects for designing learning programmes and materials and for training staff can guide in launching national functional literacy campaigns. But the planning, organization, and administration of small-scale projects - many receiving funds from outside sources, staffed in part with international experts, and limited in duration - can only suggest patterns for more permanent and widespread national programmes using a functional approach. Some of these patterns are outlined in this paper.

1. The Role of National Governments

Why concentrate on governmental efforts to provide functional literacy? Private bodies - voluntary agencies, commerce and industry, religious organizations, trade unions, etc. - can and do offer functional literacy programmes.

However, the superiority of functional literacy, both as a teaching method and as an investment, is supposed to derive from its relationship to social and economic (and sometimes political) development. In other words, functional literacy programmes, if they really do awaken aspirations and prepare people to benefit from change, are most effective where social and economic advancement is a real and evident possibility. Governments set national development priorities and goals, i.e., they determine the overall conditions in which functional literacy can thrive.

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[1] An exception is the UNESCO-supported work-oriented literacy project in Mali, which was synonymous with the national literacy programme. And Tanzania currently plans to use literacy teaching programmes and staff developed by the UNESCO-supported pilot project in the Lake Regions for a massive functional literacy campaign on a national scale.

Further, as pointed out in Paper 1, functional literacy has an important place in a system of life-long education: it should be one in a series of educational opportunities open to adults. While private bodies can offer isolated learning programmes, they cannot usually make available a whole range of integrated learning experiences involving informal education (e.g., through radio, television, rural animation) as well as more formal education. This is the work of a national system of education.

For these reasons, it would seem that primary responsibility for providing (or, at least, overseeing and coordinating) functional literacy programmes should lie with national governments.

2. The Conceptual Context: Policies and Planning

Two basic elements in an operational framework for functional literacy would seem to be: (a) a national literacy policy that explicitly recognizes that illiteracy is a long-term problem and that a relationship exists between broad-based development of human resources and social and economic advancement; and (b) government planning that provides for functional literacy education as a component in development projects where appropriate.

2.1 Policies - Sometimes Contradictory

There is a definite trend, launched by the Teheran Conference and reinforced by the 1972 Third International

Conference on Adult Education in Tokyo, towards according adult literacy education, along with adult education in general, the role of major determinant in economic and social development. As a result, in countries where development has top priority and resources for adult literacy education are limited, one would expect to find a national literacy policy that endorses a functional (that is, development-oriented, selective) approach to adult literacy.

To what extent national policy-makers have taken this step is open to debate.[2] While a fair number of countries declare that they endorse the concept of functional literacy, very few indicate that actual literacy programmes will be closely tied to development priorities, selective, intensive, and so on. Some seem to compromise by offering both traditional literacy for the masses, and small-scale, functional literacy programmes for selected groups. And a fair number still speak of "eradicating" illiteracy. Rare is the national literacy policy stating that adult literacy education of any sort has a permanent place in the educational system.

Another indication of present policies towards adult literacy education are the recommendations of the Tokyo Conference on Adult Education.[3] Judging from this source, some countries have reservations about UNESCO's definition of functional literacy as strictly linked to development priorities. Recommendation I of the Conference reads in part:

> "...in addition to its emphasis on socio-economic development, functional literacy should also aim at the awakening of social awareness among illiterate adults so that they may become active agents in the building of a new and better society."

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[2] See chapter 4, National Policies and Organization for Literacy, of Literacy 1969-1971: Progress achieved in Literacy throughout the world, Paris: UNESCO, 1972. The "policies" described are deduced from answers to a questionnaire sent by UNESCO to Member States in 1971 and reported on in this publication.

[3] Third International Conference on Adult Education, Tokyo,

And Recommendation 21, "Mobilization for the Eradication of Illiteracy", directly contradicts the criterion of selectivity in UNESCO's definition by asking:

> "...that Member States in which the illiteracy rate is still very high, launch wide-scale campaigns for the rapid eradication of illiteracy, mobilizing for this purpose the whole literate section of the population and providing them with methodological guidance."

2.2 Planning - usually insufficient

The principle is easy to state. Short-, medium-, and long-range national planning to meet priority development goals. Educational planning should take into account the human knowledge, skills, attitudes, etc., called for by development plans.[4]

Without a survey of national plans, we cannot state how often national planning provides for functional literacy and other development-related learning programmes for illiterate adults. However, the concern shown at the Tokyo Conference for coordinating the planning of adult education as a whole with development planning and manpower needs indicates that much remains to be done in this area.

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25 July - 7 August, 1972. Final Report. (ED/MD/25 Paris, 26 October, 1972, available in English, French and Spanisch) The Conference was attended by delegations from 82 Member States of UNESCO and 3 non-Member States, as well as 4 other United Nations Organizations and 37 international non-governmental organizations.

[4] Summing up several years experience directing one of the UNESCO-supported work-oriented pilot projects, Bernhard Dumont writes:

> "In this way, a whole sequence of experiments, misunderstandings, and trial and errors gruadually put over the idea that, for a functional literacy attempt to be truly functional, there must be close relations between those responsible for economic development and those in charge of literacy schemes and the former must make what they

In its report, Commission I of the Conference mentioned:

> "...the need to integrate adult education planning with the overall economic development plans of countries and regions and with development strategy as a whole."5/

And Conference Recommendation 8 calls upon UNESCO Member States to:

> "Plan adult education programmes within the framework of community development programmes, and link them with present and future manpower needs, so that efforts made in the education of adults can have an immediate effect on the economic and social development planning priorities in their respective countries and, to this end, ensure that a close relationship is maintained with the official body responsible for the national and social plan."

3. The Practical Context: Legislation and Financing

Legislation cannot alone provide functional literacy programmes for adults, but it can set the stage for such programmes. Adequate financing, instead, is an absolute requisite.

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want quite clear to the latter, in an atmosphere of mutual confidence of course."
Functional Literacy in Mali: Training for Development. Educational Studies and Documents, No. 10, Paris: UNESCO, 1973, p. 33

5/ It also warned, however, of
"... a danger that the public authorities would take over sole responsibility for arranging projects",
commenting,
"... there was virtual unanimity in recommending decentralized micor-planning and centralized macro-planning, both taking into account the general needs of communities...there was general agreement that those responsible at grass-roots level should take part in drawing up the plans..."

3.1 Legislation - an enabling factor

Of immediate importance to adult literacy education are laws and decrees stating the adult's right to education according to his needs, and creating the necessary public institutions to provide such programmes.

Also very important for work-oriented literacy programmes are laws (a) requiring employers to establish literacy programmes for all illiterate workers; (b) providing for work release and paid leave for employees participating in such programmes: and (c) providing work-oriented literacy (ideally coordinated with further vocational training and job placement services) for the unemployed. Of course, care must be taken to see that laws like the first two do not simply discourage employers from hiring illiterate workers. One way to avoid this is to grant funds to employers who provide, or release workers for, literacy programmes.

Under a relatively new law in France, both employers and employees contribute to a fund which must be used for employee education (education permanente), to be pursued during paid working hours or paid leave. This law applies to all employees from those with post-graduate training to illiterate foreigners. One effect of the law has been to reveal the inadequacy of literacy programmes available for the latter group. France seems alone in recognizing the worker's right to undertake study during paid leave for his own, rather than his employer's, benefit.[6]

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[6] See A Retrospective International Survey of Adult Education (Montreal 1960 to Tokyo 1972). UNESCO: Third International Conference on Adult Education, Working Document, pp. 32-33. Also, Literacy 1969 - 1971, op. cit., pp. 33-34. The Tokyo Conference recommended (Recommendation 6): "...recognition, through legislation to that effect, of the right to life-long education and training courses, whether vocational or general, during working hours without loss

Sometimes special legislation is required before a functional literacy programme can get underway. An example is the decree of the Republic of Mali (26 May, 1967) giving official recognition to a transcription of four African languages to be used in functional literacy programmes. The transcription itself was the work of a consultative commission attached to the Literacy Service of the Ministry of Education.

3.2 Financing - the proof of all policy

It is well known that adult education as a whole, of which adult literacy is only a part, receives a pitifully small share of the funds spent on education. According to figures supplied recently by forty-four Member States of UNESCO, twenty-three spend less than 1 per cent of the total education budget on adult education including literacy, ten spend between 1 and 2 per cent, six spend between 2 and 3 per cent, and five (of which only two are less developed countries) spend more than 3 per cent.[7] Clearly, if adult literacy education is to receive serious attention, expenditures on school and adult education must be better balanced. Thus, Recommendation 8 of the Tokyo Conference states that UNESCO Member States should:

> "...allocate a sufficient percentage of the national budget, and, in particular, of their education budget to adult education."

It is impossible to determine exactly how much money from private sources (business, churches, foundations, etc.) is

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of earnings, and also any paid study leave needed to continue ... studies; ... legislation establishing the right of unemployed workers to vocational, training paid as working time..."

[7] Some public expenditures on literacy come from other budgets: e.g., those of the ministries of rural development, agriculture, health, the interior (for police, prisoners), armed forces (for recruits), as well as state enterprises.

spent on adult literacy education within each country.[8] Nor are there exact figures on the amount of public and private bilateral aid supporting this form of education. To the extent that such sources support functional literacy programmes, it is evident that aid must be coordinated with national development priorities and plans.

As for international sources, major grants from UNESCO and the United Nations Development Programme usually finance technical assistance to projects whose operating expenses are met by national governments. A promising trend is the granting of funds in trust by private and state bodies to UNESCO; these funds are used to provide technical assistance to government-sponsored functional literacy programmes.[9]

Obviously, the governments of less developed nations with high illiteracy rates lack the budgetary means to launch functional literacy programmes for all adults who might benefit from them. At the same time, outside sources of aid cannot support true functional literacy projects in a vacuum, without taking into account government priorities, policies, and programmes.

4. Assigning Responsibility for Functional Literacy

What governmental agencies or ministry should have the main responsibility for planning, providing, administering and coordinating functional literacy programmes? Any answer to this difficult question must consider many factors, among which are:

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[8] Nearly 70 per cent of adult literacy students in Kenya in 1969 were enrolled in classes run by voluntary agencies or self-help groups (groups organized locally or by the national women's organization). Some nineteen voluntary agencies, most of them religious organizations, were running classes. In addition, four industrial firms were running a total of ten classes. See Bengt Linne, "Survey on Adult Literacy Work in Kenya", May 1969 (mimeo). A resumé of this study appears in Literacy Discussion, Vol. II, No. 1, winter 1971, pp. 38-43.

[9] For example, by the Swedish International Development

(a) the link between functional literacy and development planning goals, which implies cooperation with public agencies responsible for planning as well as with public and private enterprises;

(b) the inter-disciplinary nature of functional literacy, which calls for involving various ministries (e.g., planning, education, rural development, health, agriculture, information), non-governmental agencies (e.g., unions, women's groups, youth organizations), and various institutions (e.g., universities, teacher training colleges, cooperative training institutes, research institutes);

(c) the participatory aspect of functional literacy, which requires that those for whom functional literacy programmes are intended help plan and evaluate these programmes;

(d) the necessity, for historical reasons, of differentiating adult functional literacy from school and traditional literacy;

(e) the need for highly professional personnel and facilities to design and produce materials, develop supplemental aids (e.g., films, television broadcasts), carry out evaluation;

(f) the need to avoid waste by coordinating and sometimes consolidating literacy work offered by governmental and non-governmental bodies; the desirability, in some cases, of calling upon special groups (e.g., youth and women's organizations, the military) for voluntary aid.

Authority (SIDA), for a functional literacy project in Kenya; by a Swiss foundation, the Fondation Internationale pour la Promotion Technique Accélérée de l'Homme Moderne (FCPOTEC), for a project in the Niger; and the Secondary Schools Students' Association of Denmark and Norway, for a project in Zambia.

In most countries with government-sponsored functional literacy programmes, responsibility for these programmes rests with the Ministry of Education working through a department or division of adult education and/or literacy. There are exceptions: in Zambia, for example, the Department of Community Development of the Ministry of Rural Development is responsible. In Tanzania, responsibility for all adult education including adult literacy laid with the Ministry of Regional Administration and Rural Development until January 1970, when it was transferred to the Ministry of National Education.

Locating responsibility for functional literacy programmes in the Ministry of Education has some obvious advantages: availability of trained teachers to undertake literacy activities and of school facilities to house them: experience with the technical problems of producing and distributing teaching materials. The dangers are equally obvious: confusion of adult functional literacy with school or traditional literacy; inability of teachers, supervisors, and administrators to understand learning needs of adults; lack of experience in providing post-literacy opportunities suitable for adults; traditional scorn of the educated èlite for manual work and rural life (the stuff functional literacy is made of). For a ministry of education to provide true functional literacy requires a drastic change in attitudes and habits as well as continual self-evaluation.

To coordinate disciplines, interests, and efforts, some countries have established a national "advisory" or "coordinating" committee; sometimes similar committees are formed at regional, state, and/or local levels. In Iran, for example, an Interministerial Coordinating Committee, which groups representatives of several ministries under the presidency of the vince prime minister for economic affairs, was created in 1970 to oversee functional literacy programmes.

It should be noted that the operational seminar for participants with various competencies and interests described in Working Paper 2 is an excellent means of fostering coordination between those concerned with a functional literacy programme.

5. Administering On-Going Programmes

> "For the working groups responsible for functional literacy there is always the danger of too much red tape hampering all activities as well as of their neglecting the special problems of the various regions. All literacy activities have to be carried through flexibly and very close to the problems."[10]

This danger is ever-present; no country experimenting with functional literacy so far, it would seem, has developed perfect structures and procedures to overcome it.

Keeping in mind the particular needs of particular groups is easier in an industrial than in a rural setting. The first experiments in functional literacy involved industrial workers.[11] Industrial programmes (widely interpreted to mean programmes touching workers in any enterprise, even agricultural, who receive wages and can easily be gathered together during working hours) can call upon many diverse professionals with intimate knowledge of the milieu — literate workers, foremen, administrators. Also available for consultation and collaboration are, as the case may be, specialists within or attached to the industry such as engineers, vocational training experts, psychologists, printers, illustrators, etc., These people "speak the same language" as those administering the liteacy effort; having contributed to the latter, they will tend to watch its progress with interest.

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[10] La Formation du Personnel de l'Alphabètisation Fonctionelle - Guide Practique, Paris, UNESCO, 1973, p. 14

[11] See Charles Maguerez, La Promotion Technique du Travailleur Analphabète, Paris, Editions Eyrolles, 1966

In industry, the effects of educational programmes on productivity and promotion are easier to measure than in a rural environment. And programmes in industrial settings are often physically closer to the administrative centre of literacy operations, and thus are easier to visit than learning groups in isolated rural areas. (Of course, industrial programmes present their own particular operational problems which require careful and diplomatic handling, e.g., strained relationships between various groups within the industry, learners' misconceptions about promotional opportunities available through education, an unsympathetic attitude on management's part toward worker development, difficulties of fitting learning sessions into the work schedule.)

In a rural setting, maintaining a dialogue between the central authority of a functional literacy project and the learners and their environment becomes extremely difficult. One device used to promote such a dialogue (e.g., in Mali and Tanzania) is the formation at village level of a "centre committee" or "literacy committee" of local leaders whose interest in functional literacy has been aroused by travelling organizers. The committee can determine demand for literacy education in the village, find a local for meetings (or arrange to construct one), designate a demonstration plot if necessary, nominate candidates for instructors from among local literates, pay small operating expenses, etc. The committee can also establish a timetable for learning sessions (very important in agricultural regions where the most enthusiastic learner, and even the teacher if he is a cultivator, cannot attend sessions at the wrong hour or the wrong season). The effectiveness of the village committee depends largely on whether village tradition encourages self-government and innovation through collective agreement.

Government-sponsored functional literacy programmes operating in rural villages are often supervised by a regional officer or inspector who reports to *his* superior or directly to the headquarters for literacy activities. Given the low educational level of many instructors, the supervisor's work is crucial. He must not only observe and gather data, but also give advice and guidance. For learning groups in isolated areas, he is the only contact with the source of the learning programme, the only person who can gather information on how suitable the programme is to local needs and transmit this information to administrative headquarters. He is also responsible for ensuring coordination between all parties interested in the literacy programme at the local and regional levels as well as for delivery, at the proper time, of teaching materials and supplementary aids to learning groups. And he usually makes his rounds on roads of poor quality, rarely by car, more often by bicycle or motorbike or even on foot.

The ideal pattern for administering on-going programmes is clear: decentralization of the services that conceive, devise, and adjust functional literacy programmes for the individual *milieu*.[12] Thus, a number of competent interdisciplinary teams of experts would work under a small, centralized administration. These teams would be available to settle on a given terrain for as long as required to produce and monitor functional literacy programmes.

However, brushing aside the obvious disinclination of many such experts to leave capitals and universities for long sojourns in areas of little comfort, it must be recalled that at present there are not even enough qualified professionals to man centralized bodies responsible for functional literacy in small scale projects. The main rule to follow now would seem to be to keep in mind the need for decentralization, for "debureaucratisation", as personnel are formed and structures developed for future

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12/ See La Formation du Personnel ... op. cit., pp. 15 ff.

operations. Again, the operational seminar is useful in nuturing the ideal of decentralization until means permit its realization.

6. Building Institutions

If, as indicated in Paper 1, the problem of illiteracy will indeed plague nations for decades to come, it is imperative to recognize this fact and abandon the ad hoc approach to adult literacy education that now prevails. One way to achieve this is to create semi-permanent institutions serving adult literacy education, and grant them the professional recognition and the funding they require to plan and carry out long-term programmes.

An area of effort that seems to lend itself to formation of an institution (or "institute" or "service" or "centre", whatever name is chosen) is the design, printing, and distribution of functional learning materials for adults - both for literacy programmes and for post-literacy use. Another is the training of teaching and supervisory personnel. A third is evaluation of programmes, as described below. A fourth is the storage and diffusion of information and documentation. A fifth is coordination of the adult literacy work carried out by various agencies.13/

Institutionalizing certain aspects of adult literacy work does not always require creating of large new organizations. For example, in the area of personnel training, Tanzania has given institutional support to functional literacy education for adults by encouraging teacher-training colleges to offer courses on teaching literacy to adults and on developing learning materials for functional literacy programmes and reading materials for new literates. Tanzania has also asked the Institute of Adult Education of the University of Dar es Salaam to develop training programmes for supervisors and evaluators of functional literacy programmes.

13/ The Tokyo Conference recommended (Recommendation 9) that

Where non-governmental organizations have been carrying on specialized work (e.g., production and distribution of printed materials, research on language transcription) and have built up facilities and an experienced staff for this work, these organizations can be recognized, encouraged, and perhaps subsidized by national governments.

7. Evaluation: An Aid for Decision-Makers

Any learning programme in which learners are tested as they begin and when they finish involves evaluation. But applied to functional literacy, "evaluation" usually means something much more complex than educational testing, something more in the nature of "information-gathering analysis, goal-setting, guidance, measurement of results".

Evaluation in this sense is widely considered an indispensible element of all true functional literacy programmes. This is partly because functional literacy was launched on an international scale through the World Experimental Literacy Programme. The pilot projects of the W.E.L.P. were, at least in theory, experimental, and experimentation involves evaluation. Also, functional literacy supposes measurable results in terms not just of mastering of skills, but also of use and retention of these skills and of the social and economic consequences their use can have.

UNESCO Member States

"Establish, in order to promote information and knowledge about adult education, national institutes of adult education to act as national documentation centres and clearing-houses for information on adult education at both national and international levels, to coordinate adult education activities throughout the country, and ensure close cooperation between government agencies and private adult education bodies."

As conceived in the WOALP, evaluation has several roles:

(a) before the project begins: gathering information (during the étude du milieu) and, in collaboration with others, setting the goals (or "benchmarks") the learning programme is expected to achieve (as we have seen, these can range from attainment of literacy and vocational skills to such difficult-to-measure goals as changing attitudes, beliefs, and actions and improving production, standard of living, etc.);

(b) during the project: gathering information on project operations and results; feeding back this information to project staff concerned with project design so that on-going projects can be adjusted accordingly; carraing out interim-testing to determine short-term progress toward goals; giving advice on adjustment of goals if necessary;

(c) at the end of the project (or of individual learning cycles): making final measurements of results versus goals; presenting observations on, or lessons to be learned from, the project.

The considerable difficulties met by the evaluation units of WOALP projects (e.g., the scarcity of qualified evaluation personnel, the tensions sometimes evident between evaluation and operating staff, problems in finding adequate testing instruments) illustrate some of the difficulties involved in educational research in general. They also indicate some lessons for evaluation of future functional literacy programmes:

(a) Evaluation seems to be most useful when intimately associated with programme design and operations. If the evaluators are available to ensure that programmes are devised on the basis of solid information and reasonabl expectations and to check progress at frequent intervals, these programmes are most likely to attain set goals, and the evaluations experts themselves will be better equipped to measure and interpret results at the end.

(b) While such evaluation activities as directing the étude du milieu, designing testing instruments, devising reporting systems, processing and interpreting data, etc., are highly technical jobs requiring the collaboration of specialists, the evaluation activity itself should be shared by many of those involved in the learning programme. For this to happen, evaluators must be willing to explain to everyone associated with the project, from administrators to instructors and even learners, what they do and why. They must also provide quick training to non-specialists (e.g., instructors, supervisors, college and university students) needed for such evaluation activities as data gathering, test administration, data processing.

(c) For evaluation to be useful, the nature of its contribution must be clear. Those responsible for education programmes, from instructors to high officials of the directing ministry, obviously want these programmes to "succeed", that is, to show good results in terms of costs and expectations. They are naturally suspicious of anyone whose job it is to judge this success, especially if they feel the evaluator cannot know all the facts that might mitigate a harsh judgment. They find it difficult to accept that evaluation, by pointing out and analysing both the strength and the weaknesses of an educational programme, is not merely criticizing their work but indicating how and under what condition such programmes can be improved in the future.

Evaluation of high professional caliber is costly in terms of personnel and efforts. The cost is worthwhile only in a climate of free discussion, where negative as well as positive findings are considered significant but not threatening. To achieve such a climate, it is necessary to clarify the difference between scientific inquiry and policy-setting. Education serves many goals, social, economic, cultural, political, etc. Thus, decisions about education are, in the end, matters of policy, of assigning priorities to these goals. Evaluation can provide valuable objective information about the effectiveness of educational programmes in terms of one or more goals, as well as about comparative costs of achieving these goals through various means. But it is up to policy-makers to decide which goals will prevail, and which means of achieving them will be chosen. Of course, the more facts they have at their command, the better equipped policy-makers will be in reaching these decisions.

8. The Contribution of Bilateral and International Aid

Of all forms of education, adult literacy is the most deeply rooted in local culture. A major strength in functional literacy is that it recognizes that becoming literate (in a functional sense) means transcending the small, parochial group bound by an oral tradition and joining the much larger group of those able to communicate with standardized symbols and concepts translatable from one written language to another. This transition involves a profound change in the adult. A programme meant to effect such a transition must begin by reaching into the particular non-literate culture of the prospective learner. The illiterate adult can be motivated and helped to become functionally literate only by those who are familiar with his condition, who know his language, intellectual habits, and attitudes, and who understand his problems, doubts, and aspirations.

A second major strength of functional literacy is that it recognizes that people can become permanently and usefully literate only in a society and at a period in time in which change and advancement are real and evident possibilities. Such a setting is chieved through a combination of realistic development planning, investment of capital, and human effort, and above all commitment to democratic ideals and practices on the part of those who direct the society's evolution.

No outside source of aid can provide the essential elements of a propitious climate for functional literacy. Nor can outside aid produce dedicated and sympathetic national personnel to design and administer functional literacy programmes, to extend a hand from the literate to the illiterate classes, once this climate and people with this attitude are present, though, bilateral and international aid can help in many ways. Here are just a few suggestions:

8.1 General assistance, in cooperation with national governments and non-governmental organizations

1. Support, and disseminate findings of, research into the effects of illiteracy, relationship between illiteracy and development, relative effectiveness of various learning methods and materials, etc.

2. Establish and support regional and international institutes or centres concerned with various aspects of functional literacy, e.g., transcription of local languages, book production and distribution, training of specialized personnel.

3. Establish and support institutes, documentation centres, publications which gather and diffuse information and opinion on adult illiteracy and on functional literacy programmes, on a regional or international level.

4. Convene regional and international meetings, seminars, and conferences on questions related to adult illiteracy and functional literacy efforts: publish and distribute discussions and findings.

8.2 Assistance to individual countries:

1. Provide technical assistance in drawing up national plans for development and for education and in gathering and processing data required for such planning.

2. Provide technical assistance to functional literacy projects, e.g., experts in low-cost printing of learning materials, in radio and television broadcasting, in evaluation.

3. Supply necessary and appropriate materials to such projects, e.g., paper for printing, vehicles, film projectors, printing presses.

4. Finance, or provide, training abroad for national experts who can benefit from such training.

5. INTRODUCTION TO THE WORKING GROUPS

Representatives of UNESCO, the German Adult Education Association and the German Foundation for International Development asked the three working groups to include in their considerations the following proposals of the organizing institutions. These proposals are followed by a catalogue of problems worked out to serve as a guideline for the discussions of the working groups. The catalogue may be considered as a summary of the existing problems, although it never can be complete, since development goes on.

5.1. STATEMENT OF UNESCO

John C. Cairns

The timing of the Symposium is particularly appropriate

a) in relation to preparation of UNESCO's next short-term programme (1975/96) and its medium-term programme (1975/80),

b) in relation to possible expansion of functional literacy in Member States.

Many UNESCO divisions and units are concerned with literacy and adult education, in addition to the Literacy and Adult Education Divisions themselves. For UNESCO, the Symposium recommendations might help in indicating possible priorities, e.g.:

- Institution building. Should this receive more emphasis?
- Training. What types of training should UNESCO concentrate on?
- Research. How can UNESCO best stimulate effective research. How can it develop research potential in developing countries?
- Documentation and dissemination of information. How can this benefit developing countries more effectively?
- Seminars, meetings. What types are best? Expert meetings? Seminars for decision-makers? National or regional?
- National Boards and Associations for Adult Education. Can these be strengthened to play an important professional role?
- Rural development. Should this not receive more adult education attention?

A reaffirmation by the Symposium of the value of the functional literacy concept would be helpful to many governments and literacy workers. Similarly, any conclusion which strengthened the role and status of adult education in the broad sense would be timely.

For developing countries, the recommendations would be most valuable if overted to decision-makers, primarily to make them aware of needs for adequate planning, financing, and staffing for functional literacy and adult education. Such recommendations would also assist adult education workers and associations in their discussions with overnments.

The following points might be stressed:

- Need for a more suitable balance between resources for school education and adult education;
- Need for long-term approach to functional literacy and adult education;
- Need for development of institutions, structures, organizational framework;
- Need for increased professionalism;
- Need for university involvement;
- Need for coherent adult education policies within overall education and related to national priorities:
- Need for fuller utilization of international experience (through documentation, etc.);
- Need for functional literacy and adult education as basic components in development projects.

For donor countries and organizations the recommendations might specify types of projects and activities suitable for external assistance. At present, bilateral aid in this area is often limited by a lack of suitable requests.

The report might also consider the role of World Bank and UNDP as important funding sources.

5.2. STATEMENT OF THE GERMAN ADULT EDUCATION ASSOCIATION (DVV)

Werner Keweloh

The DVV considers its educational measures in the respective partner countries as part of its overall policy, not as a purpose in itself or as a "help". The DVV nevertheless attempts to adapt its programmes and projects to the declared policy of the German Government as well as to the expressed will of the African, Latin American and Asian partners. The basic considerations are as follows:

1. How can partners or potential partners be involved in the elaboration of development programmes in the field of adult education and adult literacy?

   Aspects: contents,
   methods,
   channels of information.

2. Flexible cooperation should be established between governmental and non-governmental bodies.

3. It is necessary to group the individual programmes and projects of aid-giving organizations:

   policy,
   planning,
   institutions,
   methods,
   media.

4. In the field of adult education the planning and organizational capacities have to be strengthened by partner and donor organizations:

   management assistance,
   training,
   long-term projects,
   on-going programmes,
   integrated aid,
   regional programes,
   mass media,
   and all measures which will create jobs have to be supported.

5. In the teachers' training programmes the following principles have to be discerned:

   documentation and research as prerequisites of training,

   functionality of training,

   - cognitive aims,
   - affective aims,

   and further training in regional centres or foreign ministries.

6. How can donor countries/organizations contribute to continuing training of adult educators?

   Study tours,
   international conferences,
   university training.

7. Emphasis must be laid on training and supporting services.

8. As to the institutions, it is suggested that primarily residential centres are considered as training facilities.

9. The role of private associations in the field of adult education should be analysed with a view to aid-programmes.

10. International and national aid-giving countries should coordinate their measures as far as possible.

11. International and regional associations need the support of donor countries
    (African Adult Education Association)

12. Legislation on adult education should be motivated:

    recognition of adult education by governments' establishing infrastructure,

    position and remuneration of teachers,

    budget allocated to adult education and literacy.

5.3. STATEMENT OF THE GERMAN FOUNDATION FOR INTERNATIONAL DEVELOPMENT

Josef Müller

Consequences of the Educational and Scientific Aid Programme of the Federal Republic of Germany.

1. Basic considerations on aid in the field of functional literacy:

   - Concentrating aid supplied within the framework of German development policy on a nucleus of selected countries or on such countries as undertake for themselves the appropriate efforts to build up a work- and environment-oriented education system;
   - Promoting the national aims of the recipient countries by:
     - o Aid in building up a self-supporting work- and environment-oriented education system;
     - o Fitting in educational aid measures and coordination with multilateral and bilateral aid measures;
     - o Concentrating new aid measures on the education needs of wide sections of the underprivileged population;
     - o Placing emphasis upon measures serving to bring about better utilization of human, physical and technological resources in the education sector;
   - Aid in setting up the necessary structures;
   - Avoiding the creation of new recipient country dependencies in the spheres of finance, technology or personnel, even though education in particular is a sector in which it is generally only long-term measures that produce perceptible improvements;
   - Promoting efficient organizations and institutions and supplementing effective measures by allocating funds (as a rule through the competent German authorities).

2. Approaches for aid measures:

   - Supporting and advising the education administration;
   - Supporting and extending the infrastructure of out-of-school education (national training centres, production centres and printing shops for teaching materials, libraries and library services);
   - Utilizing mass media;

- Supporting regional organizations and institutions (including volunteer services) and providing aid through difficult periods;
- Allocating study grants (in the country concerned or in a "third country") in support of existing training centres;
- Coordinating training programmes conducted in recipient countries by German organizations with programmes being carried out by international organizations and by the national authorities in the recipient countries concerned (regionalization?);
- Supporting research plans (especially evaluation, statistics, documentation).

5.4. CATALOGUE OF PROBLEMS*

1. Functional Literacy in the Context of Life-long Education

Questions of Literacy Policy

1.1 Continuing need for adult literacy education

- prerequisites of eradication of illiteracy
- adult literacy, no short-term task
- traditional primary school system, no long-term solution to literacy
- integration of formal and non-formal education (multi-functional centres instead of schools)
- functionality of formal schools
- renewal of formal schools derives from adult education
- governmental recognition of adult education and literacy
- integration of adult literacy into national and international plans
- effectiveness of mass literacy campaigns
- education for the parents
- pilot projects and experimental programmes.

1.2 New concepts of literacy

- changing definitions (when is an adult literate?)
- concept of functional literacy
- differnce between traditional literacy and functional literacy
- traditional literacy for masses - functional literacy for selected groups only? (priorities, criteria for selection)
- links of functional literacy with other educational needs of illiterate people
  - o consecutive integration of literacy with other kinds of education (vocational training, cultural education, community development, etc.) - priorities!
  - o simultaneous integration

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*elaborated by Werner Keweloh on the background of the plenary discussions

- links with development projects/programmes (work orientation, manpower needs only?)
- relation between literacy, social-economic development and culture (priorities?)
- literacy as a distinct stage of consciousness and of mental agility
- interaction of economic, social, political, historical, scientific, and technological factors
- links between class and field work (operational adult literacy programmes
- diversions between concepts and operational aspects
- decision on innovations on the national level
- decision on language of instruction
- priority of rural development in adult literacy
- concentration on active population, development areas and productive units

1.3 Literacy environment

- mobilisation of public opinion against illiteracy
- preliteracy programmes to help illiterates articulate learning needs
- demonstrations of practical value of literacy
- post-literacy programmes
  (reading materials, special newspapers, libraries, radio and/or TV discussion groups, correspondence courses, participation in political and social organizations)

1.4 Coordination of adult education and literacy projects

- coordination of agencies carrying out adult education and literacy
- coordination of contents
- coordination of media
- national boards of adult education
- regional district and class committees
- information channels from basis to top and vice-versa

2. Contents and Methods of Functional Literacy
(Pedagogical Approach)

2.1 Concept of functionality

- narrow concept
- wider concept
- functionality of adult literacy (different concepts)
- flexible approach

2.2 Context and target groups

- étude du milieu
- link with development projects
- specification of groups
- special groups (unschooled youth, nomads, age groups, etc.)

2.3 Learning needs of illiterates

- methods of identification (participation of illiterates)
  (role of adult education organizations/agencies)
- priorities
- adaptation of programmes/plans to the needs identified

2.4 Consequences of the concept of functionality for designing of literacy programmes

- selective programmes (criteria for selection? priorities?)
- intensive programmes
- global programmes
- integrated programmes
- tailor-made programmes

2.5 Pedagogical approach

- identification of motives to learn
- assessing of knowledge and background of illiterates
- establishing of learning aims
  - o collective aims
    cognitive aims
    affective aims (conscientization)
  - o individual aims
    cognitive aims
    affective aims
- sorting out the most essential needs (didactic priorities)
- baseline work
- motivation of adults, selective and intensive approach
- diversity, specificity, generality
- data banks with international validity
- motivation of instructors

2.6 Elaboration of literacy programmes

- participation of illiterates
- adjustment of teaching units and sequences to the main objectives
- modification of programmes by experience, feed-back and evaluation
- teaching environment
- drop-outs
- groups
- testing materials

2.7 Teaching methods

- methods different from school teaching
  discussion
  demonstration
  practice
  self-instruction

- methods of alphabetization

  global
  synthetic
  eclectic
  P. Freire
- combination between theoretical teaching and practical work
- language problems (vernacular language for industrial sector, local language for agricultural sector?)

2.8 Teaching and learning materials

- design of materials and tools according to the needs of target groups and possibilities of instructors
- testing of designed materials and tools
- production according to the test results (primers or sequential materials?)
- distribution, problems of transport
- mass media and audio-visual aids
  - o prerequisites
  - o experiences with different media
  - o multi-media approach
  - o wall papers
  - o radio-vision
  - o demonstration plots
  - o mobile libraries

2.9 Selecting and training of staff

- composition (multi-disciplinary, inter-disciplinary)
- training methods (learning by doing)
- operational seminars and workshops
- cooperation between technical and pedagogical staff

2.10 Selecting and training of instructors

- prerequisites (link with milieu, etc.)
- training for theoretical and practical work
- differences between instructors and school teachers

- full-time, part-time instructors (school teachers, students, etc.)
- in-service training and refresher courses (use of mass media, special newsletters for instructors)
- functionality of training
- methodology as part of the training
- recruitment of instructors
- foreign training
- remuneration of instructors

3. Planning and Organization of Functional Literacy

3.1 Respective role of national governments and other bodies

(e.g., adult education organizations, commercial enterprises, voluntary organizations, churches, Koran schools, trade unions)

- the role of universities
    - o training
    - o research
    - o evaluation
    - o integration of subjects
    - o redefinition of aims
- the role of national institutes of adult education
    - o teachers' training
    - o curriculum development
    - o audio-visual sections
    - o documentation, data banks

3.2 Policies and planning

- place of adult education (literacy) in the national plans of education
- relative priorities between formal and non-formal education
- traditional literacy for masses - functional literacy for selected groups (criteria for selection, priorities? cf. 1.2)

- coordination of adult education (planning) with economic development plans, manpower needs and other national priorities
- implication of language policy for literacy planning
- concentration on active opulation
- concentration on development areas
- concentration on homogenous and productive units

3.3 Legislation and financing

- necessity of laws requiring

  employers or others to establish literacy programmes
  work release
  paid leave
  funds for emploees' education

  transcription of local and national languages
  (Mali/Somalia)
- budget for adult education (usually small!) - balance between adult education and formal school education
- relation between cost for traditional literacy and functional literacy
- coordination of resources (according to government priorities, policies and programmes)
- legislation for literacy organizations, responsibilities, instructors, remuneration, financing
- costs of operational phase
- costs of pre- and post-literacy work
- costs of research and evaluation

3.4 Responsibilities for functional literacy at the national and local level

in relation to the

- link between functional literacy and development
- inter-disciplinary nature of functional literacy
- participatory aspect of functional literacy

- difference of functional literacy from school and traditional literacy
- special trained staff and instructors
- necessity of voluntary aid

coordination

- interministerial coordination
- advisory committees
- coordinating committees
- national councils
- national, regional, local boards

3.5 Administration of on-going programmes

- relative marriage of centralization and decentralization
- communication lines (feedback for programme improvement, etc.)
- administration according to requirements of the area (industrial sector, rural sector)
- separate administration for functional and traditional literacy?

3.6 Institutional structures needed for literacy and adult education

- in ~~a narrow~~ sense (centres for training, production of materials, for documentation, for inspection, for evaluation, etc.)
- in a wider sense (coordination centres, radio and TV stations, film units, universities, etc.)
- experimental pilot projects
- the role of pressure groups in adult education and adult literacy

3.7 Evaluation

- specifying programme objectives
- determining measures of these objectives
- design considerations
- comparison of measurable results and objectives
- feed-back for programme design
- organization of evaluation
- evaluation in a critical sense
- evaluation of failures
- reliability of statistics
- other procedures of revision and project modification

3.8 Outside aid

- scope and limitations
- strategy and limitations for maximum effectiveness
- relationship between external agencies and national programmes
- adequate place of adult education and literacy in foreign aid programmes
  - o multilateral (UNDP)
  - o bilateral
- possible fields of foreign aid (research, establishment and support of institutions and centres, meetings, workshops, conferences, seminars, materials, experts, training abroad, etc.)

6. REPORT OF THE WORKING GROUPS, MAIN CONCLUSIONS

The three working groups dealt with the following:

- Literacy and adult education policy
- Contents and methods of functional literacy and their implications for staffing
- Planning and organization of functional literacy.

This report of the working groups, leading to a summary of the main conclusions (page 173), recapitulates the work of the Symposium. The report and the main conclusions were discussed in plenary session and adopted by the delegates.

6.1. WORKING GROUP I

1. Literacy and Adult Education Policy

1.1 New Concepts of Literacy and Adult Education

1.1.1 The past decade has seen significant changes in the concepts of literacy and adult education.

Functional literacy, formulated by the 1965 Teheran Conference of Ministers of Education, has been implemented in more than a dozen large experimental projects and in many smaller activities. These projects, which integrate literacy with other elements (usually technical or vocational) are problem-oriented, linked to development, and are based on differentiated programmes directly related to specific learning needs of adult participants.

1.1.2 The role and increasing importance of adult education was emphasized by the 3rd. International Conference on Adult Education (Tokyo 1972), which stressed that adult education should be strengthened within overall educational systems, in a context of national development planning and in the framework of life-long education. In these conferences and others, functional literacy and adult education have been seen not as ends in themselves, but as essential means to help solve the increasingly complex problems faced by individuals and societies in the modern world. The acceptance of life-long education as a basic framework for all educational development implies much greater priority for the education of adults. At the same time, recent educational thinking, in stressing the importance of non-formal and informal education, has shown that education cannot be confined to the narrow perspectives of formal schooling. Associated with these developments has been the emphasis on teaching how to learn, on participation, and on the needs of educationally underprivileged. These ideas, embodied in the report of the Tokyo Conference, are of great importance to adult education and literacy.

1.2 Adult Education as an Essential Factor for Development

The arguments for priority attention to the education of adults are now overwhelming. On grounds of efficiency, because the time lag between learning and application is much shorter than in the formal education systems, and because much formal education often has proved to be dysfunctional in the sense that it has led neither to productive work, nor to social integration into the community. On grounds of equity, because the adults have become educationally underprivileged in comparison with the children and the young. Furthermore the parents' lack of education has proved an important obstacle to the children's learning.

1.2.1 The important role of functional adult education as an essential factor in development is now recognized in principle by many governments, but concrete steps to implement this principle and to give adult education its rightful place as a force for change and for the amelioration of individual and social problems, are often lacking. In many cases, this is because development is seen too narrowly in terms of capital and technological inputs, and the crucial potential of the human element is ignored.

1.2.2 Although adult education alone cannot bring about development, it is also true that well balanced social and economic development cannot be chieved without the constructive participation of the adults concerned. Development comes from the interaction of a complex of inputs, of which functional adult education is an important element. By such education, man becomes an active agent in the improvement of his own condition and in the creation of his own future.

1.2.3 Since development brings change, adult education must help prepare people to understand change, and by participating, to shape it in suitable ways. Failing such participation, adults may fear or resist development, and its potential value will not be realized.

1.2.4 Because adult education entails economic, cultural, political, and social training and awakening, its effective implementation requires an inter-disciplinary approach, based on a continuing working cooperation among different ministries within the framework of a clear national policy. To be fully meaningful, such a policy should be based on the maximum participation of the adult concerned.

1.3 Literacy as an Essential Element for Effective Adult Education

In most developing countries however, effective participation of adults in the building of their own societies is difficult if not impossible because of mass illiteracy which constitutes a major handicap to the communication of ideas and symbols. The implementation of other programmes of continuing adult education, which is a prerequisite for the process of modernization, is also often impeded or rendered impossible because of the inability of illiterate adults to participate. For these and other reasons, the reduction of illiteracy is one of the major priorities of adult education in developing countries. All available data, however, indicate that this is a long-term problem, and that, because of budgetary constraints, wastage and other factors, it cannot be achieved in African countries simply by the expansion of formal schooling. What is required are well planned functional adult literacy programmes, closely integrated with development activities, and concerned as part of a continuing system of adult and life-long education which is flexibly linked to the formal school systems.

To be effective, such programmes must have a proper adult education institutional base and infrastructure. They also require thorough planning, preparation, and much more financing than most societies have provided to date. Most important, they should support, and be supported by, coherent national policies. If, as is universally admitted, adult literacy is a major problem, than clearly it should be treated as such, and should receive serious attention both within educational and overall national budgets and plans.

1.4 The Literacy Milieu

1.4.1 In all literacy programmes, the milieu of the learning group is of great importance. In functional literacy, where programmes are specific rather than general, the ecological approach which is employed is directly based on a study of milieu and from this study problem-oriented programmes are prepared. Normally, these programmes will be most successful if linked to development projects, and if change and modernization are already under way in the area. In such cases, literacy becomes a necessity, and favourable motivation and literacy supportive factors are likely to be present. Unless literacy is of practical value for the adult learner within his particular milieu, and unless he can use literacy and functional skills regularly, they will have little real relevance and their retention cannot be expected.

1.4.2 Although literacy programmes in their entirety should be centered on the milieu and on the problems of the adults concerned, in many cases insufficient attention is given to the preliminary or pre-programme stages at the local level. In addition to information, creation of local groups, study of problems, accumulation of data for curricular preparation etc., it is essential to obtain the participation of the adult learners and their awareness of the value and purpose of the programme.

1.4.3 It is equally important that functional literacy activities be conceived as part of a continuing process of adult education and development. In practice, this means that the formal attainment of functional literacy skills is not enough; what is required is the continuing and constructive use of such skills by the adult as he participates in the day to day process of change and modernization. To ensure this, the attack on illiteracy should include an important role for rural newspapers, village and mobile libraries, and radio and other mass media; it should also be directly related to the introduction of such factors as local roads and markets, cooperatives, credit facilities and agricultural modernization within an overall development context.

1.5 Transition to Large-Scale Programmes

1.5.1 At present, various governments are considering the transition from relatively small-scale literacy activities to mass functional programmes. This is encouraging, since it indicates the value that such countries give to functional literacy. Nevertheless, large-scale functional programmes will pose difficult professional and administrative problems for which no clear answer yet exists. Historically, mass programmes have been successful on only a few occasions and under special circumstances. To ensure that the disappointments of the past are not repeated in the future, great care will be necessary. It is likely that large-scale functional literacy expansion will be most effective in those countries which possess adequate adult education infrastructures, and whose social and political philosophies encourage both maximum mobilization of institutional resources, and maximum participation by the adult learners themselves.

1.5.2 The strategies for large-scale expansion for functional literacy will vary. In some cases, concentration may be on the economic sector (i.e., by extension of certain industrial and agricultural programmes); in other cases there may be expansion geographically in certain districts or areas. Various combinations are also possible. Whichever strategy is employed, selectivity need not be precluded, in the sense that priority may still be placed on those occupations or areas where conditions are most favourable and where the need for functional literacy, and its potential impact, is greatest. It is also apparent that large-scale programmes will be best implemented by stages, enabling professional and administrative aspects to be assessed, modified, improved and consolidated step by step as the programme develops.

1.5.3 Since the functional concept is based on selectivity and specificity, mass expansion could lead to a considerable loss of these qualities. In the development and modification of curricula, therefore, and in the choice of strategies, special efforts will undoubtedly be required in order to maintain as much functionality as possible, and to ensure that programmes continue to be based closely on the particular needs of learning groups concerned.

1.5.4 In terms of planning, organization and administration, staffing and training, the implications of mass programmes will be very great. The financial resources necessarily will be considerable. These elements in particular were lacking in many of the unsuccessful literacy campaigns of previous decades which were too frequently characterized by improvised ad-hoc approaches. These experiences from the past may therefore serve as effective guidelines for the future.

6.2. WORKING GROUP II

2. Contents and Methods of Functional Literacy and their Implication for Staffing

Introduction

The Working Group had some difficulties in making generally applicable recommendations or suggestions for a field which, by definition, consists of diversified selective pedagogical action aimed at solving the concrete problems of separate socio-occupational groups. In order to overcome this contradiction it tried to identfy the largest common denominator from the variety of experience and tried to find a compromise between the apparent and probably desirable trend towards a uniform methodology and the multiplicity of strategies, approaches, and situations which result from imbalanced development and cultural, ideological, political and linguistic differences. The Working Group tried to analyse those aspects and dimensions which are fundamental necessities and prove to be preconditions for functional literacy in the service of development.

2.1 Integration with Development

The impact of functional literacy both as a method of training and as an instrument of development will depend in its close and, if possible, organic integration with development at different levels.

2.1.1 At the level of development policy, the role which functional literacy plays in manpower and employment policy should be clearly defined. The greater the contribution made by human resources to development (e.g., by applying an investment policy of employing more labour - labour intensive), the more effective functional literacy will be.

2.1.2 At the planning level functional literacy must be integrated with the national development plans and with regional programmes, if any, so that it becomes an integral part of development projects as far as the training and the technical upgrading of the manpower needed to implement these projects is concerned. Functional literacy should be planned on an intersectoral basis even if it is considered to be a component of the educational and training system.

2.1.3 At the level of government activities functional literacy pre-supposes the following:

- a horizontal approach transcending administrative structures which are mostly vertical;
- inter-ministerial cooperation, preferably of an organic nature (e.g., establishment of a National Council of an Interministerial Committee for Functional Literacy). At least, it should be clear that no institution can claim to have a monopoly in this field.

2.1.4 At the level of development structures and zones Functional Literacy will generally be combined with measures to develop economic growth poles in the industrial enterprises and, generally speaking, in organized sectors of society. It should not adapt itself to the indifferent and passive attitudes of the development structures, on the contrary, it needs their interest and their cooperation until, ideally, there is total involvement in all educative efforts.

2.2 Objective-oriented and Problem-oriented Approach

Functional literacy should be oriented towards the attainment of clearly defined objectives and specific problems which influence social change and economic development. Seen within this perspective, functional literacy in Africa, which consists mainly of rural areas, should be linked to the modernization of rural life and the increase of agricultural productivity,1/ without, however, destroying the composition and the equilibrum of the natural environment.

2.3 Liaison with Formal Education

Functional literacy is an integral part of the overall development efforts of society and should foster complementarity and interaction between formal and nonformal education, and should in the long term, enable the adoption of a strategy for life-long education.

1/ A considerable minority of participants suggested that functional literacy should not only be linked with economic growth but with change of social structures, too.

2.4 Scientific Aspect

Functional literacy should be viewed as a process of applied research. This implies:

- an inter-disciplinary approach,
- the design and installation of machinery and procedures for evaluation, permanent improvement and feed-back,
- cooperation with universities and research centres; such cooperation is necessary in order to enable functional literacy to play a leading role in the dissemination and propagation of scientific research findings, particularly in those fields which affect the very roots of development, e.g., agriculture, animal husbandry, elementary industrial technology, etc.
- permanent interaction between action and reflection in order to progressively raise the level of effectiveness and rationality of the educational process.

2.5 Diversification of Programmes

The questions of how much diversification and how much specificity there should be in functional literacy programmes is relative and cannot be defined in abstract. The number of programmes in the different countries represented in the Working Group varies considerably from country to country, e.g., four in Ethiopia, five in Ivory Coast and in Tunisia, seven in Tanzania, twelve in Mali, nineteen in Iran. The diversity of the programmes generally depends on a number of factors, the most important of which are:

- the complexity - which varies from country to country - of the regions, the sectors, the goals and the development problems,
- the establishment of national priorities in economic and social policy,
- available resources, in particular, available staff, which often leads to a confusion between which is desired and what is possible.

The experience gained in certain pilot projects gives reason to believe that the problems of programme formulation become less and less acute in proportion to their increase in numbers (more efficient designers, an increase of common factors in the different programmes).

2.6 Special Groups of Illiterates

The decisions to be taken on the special groups will be influenced by the principles governing integration with development and selectivity. For example, to take the Nomads, it must first be ascertained whether they make up an important part of the working population and play an important part in generating national income, and whether they are interested in development activities.[1] Depending on the answers to these questions, the decision to initiate action can be affirmative as in the case of Somalia, or negative, as in the case of Mali. Unschooled children and adolescents unfortunately present a large group in some African countries where a substantial percentage of the school-age population cannot attend primary school. These young people can attend functional literacy courses, even under the age of 15 which has been generally fixed as the lower limit for admission. If possible, they should attend the courses oriented towards occupational problems with which they are often confronted at a very early age.

2.7 Study of the Learner's Milieu

Without doubt the study and the acquisition of knowledge of the learner's milieu is the decisive phase in the process of functional literacy. It imparts meaning to the concepts of integration with development and orientation towards concrete objectives. The study of the learner's milieu serves three purposes at the same time:

2.7.1 Precise identification of objectives and problems linked to economic development and social change within a specific geographical, economic socio-cultural and technico-professional context. Two difficulties are often encountered in this process:

- In most cases economic objectives are formulated without taking into account their implications and their effect on human beings which have not been studied enough. Often they are material objectives which aim at maximizing the production factors without giving due consideration to the men involved. The administration of the measures is the sole consideration and it often leads to techniques which are too sophisticated for the people concerned.

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[1] Development should not be reserved for an elite important in generating national income. But programmes for Nomads should be designed on the basis of special studies on their milieu and cultural background.

- The ability to identify objectives and problems in a rational manner varies appreciably from sector to sector or from country to country, and probably depends on the level of development of a given society or social group.

2.7.2 Participation of the future participants in the identification of their problems and the analysis of objectives which concern them. This is firstly a democratic necessity and secondly an aid to greater effectiveness.

2.7.3 Means of giving information, arousing the awareness and the motivation of the potential participants in functional literacy programmes.

2.8 Curriculum Development

Once the objectives have been defined with the aid of the studies of the learner's milieu, the curriculum for functional literacy can be laid down within the framework of an educational stategy which contains the following factors:

2.8.1 Give priority to those objectives which are the most important and functional, the most precisely defined, quantitatively and qualitatively measurable wherever possible;

2.8.2 Identify the problems which prevent or low down the attainment of these objectives, action will be initiated on the basis of the problems themselves;

2.8.3 Select those objectives and problems which can be tackled and solved by means of educational and training measures;

2.8.4 Transform these educational objectives into knowledge, skills, attitudes, by defining the level of performance attained in each case;

2.8.5 Introducing a systematic order and structuring the objectives in the syllabus which are made up of elements of technico-professional and socio-economic knowledge. One principle of systematic order which is often adopted is the calendar of agricultural activities which follow the order and the logic of life. Some compromises will prove to be necessary, particularly in view of the intermittent nature of agricultural work;

2.8.6 Formulate a curriculum by including the formative components of abstract thought: elementary science, mathematics, graphicacy.

The application of the principles will make it necessary to establish an inter-disciplinary curriculum design in which specialists on curriculum content (what should be taught?) will cooperate with specialists on methodology (how should it be taught?).

2.9 Educational Methods and Techniques

2.9.1 Literacy method.
Three considerations were made:

- The determination of the literacy method is the decision of the governments[1] because it depends on the cultural and linguistic characteristics of each country as well as on its educational tradition;
- All methods (analytical, global, eclectic) can be combined with other training aspects in the process of functional literacy which explains the subordination of the teaching of the language to other educational objectives;
- In case of uncertainty experiments are desirable to determine the best method.

2.9.2 Educational principles of functional literacy.
Three principles should inspire functional literacy:

- active pedagogics based on group discussion and significant dialogue between teachers and learners; such pedagogy means teaching and practising participation, the basis of democracy;
- a combination of knowledge and know-how strengthening reciprocally theoretical teaching and practical demonstration;
- an educational technique based on the solution of problems (problem-solving approach) resistent to forgetting, capable of leading to self-teaching by developing the aptitude to solve at first similar and later on different and more and more difficult problems.

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[1] This was not accepted by a considerable minority.

2.10 Instructional Material

Two problems were studied in particular:

2.10.1 Contribution of the information media to functional literacy. As the number as well as the scale of experiments were insufficient no clear-cut judgement can be formulated. We have limited ourselves to reiterate the constraints imposed by the use of these media:

- Heavy initial capital expenditure (hardware) as illustrated by the fact that in Ivory Coast the setting up of five TV transmission antennas amounted to approximately 20 millions.
- The software problems are of great importance and depend on the availability of personnel, rare by definition, with a long training period and who have to avail of qualities such as creative imagination and innovation capacity which are rarely part of institutionalized training.
- The maintenance costs are very high, compared to the capital expenditure because of the often unfavourable natural conditions (humidity, insects), because of lack of qualified maintenance personnel, because of insufficient care when using the material.
- Planning the use of an audio-visual medium is already quite a complicated operation which has to be done from an intersectoral perspective; no information medium should be earmarked for one use only. The situation is even more complicated in case of combined utilization of several media (multi media approach).
- It is indispensable to integrate in one simple curriculum design team the mass media technicians and the educators, but first they have to be taught to find a common language and to work together. Therefore, it is important to take into account a "common language" for educators and technicians even when both groups are being trained at teacher training colleges and universities.

2.10.2 Educational techniques:

The use of new learning techniques such as semi-programmed instruction or the guided discovery opens new perspectives. These techniques favour, above all, the preparation of teaching units or modules which can be combined to integrated knowledge blocks. These might lead to multiform programmes related to the demand (needs and interests of the users) or as a function of the requirements of the socio-professional milieu. Respective experience was gained in Iran. One of the advantages of this technique is that it might lend itself to exchanges between countries and even to a centralized preparation which could in the future facilitate the work of regional (i.e. ASFEC) or international institutions.

2.11 Teaching Staff

2.11.1 The selection and the training of the teaching staff are a crucial aspect of functional literacy in view of the diversity of the content, the demands of active pedagogy and the contraints imposed by the different methods.

2.11.2 The selection of the instructors could follow the principle according to which the best instructor will be the one who:

- is as close as possible to the adult and his problem and who is the best accepted by the community;
- is the best informed on the development objectives, on their structures and mechanisms.

The instructor should also be more of an advisor and a development agent than of a teacher, somebody to talk to those involved in the development. It will be difficult to find this ideal instructor bearing in mind, that in many African and Asian countries there is less than one agricultural extension worker for 3 000 farmers. One, therefore, has frequently to draw on instructors not fulfilling all these requirements: teachers, students, educated memebers of the community.

It is, therefore, necessary to make up for the shortage of personnel by providing highly effective training and re-education programmes and by using autodidactic material. The preparation of instructional material should take account of the level of the instructors, remembering the rule, that the less an instructor is qualified the more structured the material he is using has to be.

2.11.3 On the farmers' level in the village the necessarily fragmented administrative approach has to find again its fundamental unit, because it is the same man who gets advice from the agricultural extension worker, applies health recommendations, participates in the village council or in the assembly of the cooperative. It is indispensable that this man integrates into one convergent and reconciled vision all the different messages, impulses, directives which were transmitted to him in discontinued and sometimes contradictory way. Functional literacy offers an exceptional opportunity on this level which is essential for harmonizing the different aspects of the development policy.

2.11.4 In order to facilitate in the future the selections of competent instructors for functional literacy it will be advisable to put functional literacy perceived as a communication and extension technique on the curriculum of institutions such as: teacher training colleges, schools for home economics and social services, vocational education centres, agricultural colleges.

2.12 Participants

2.12.1 Selection Criteria

If the homogenity of the groups is a consequence of the postulate of selectivity and diversification of functional literacy, the socio-professional homogenity is here the principal factor. The homogenity from the point of view of age is only a secondary factor.

2.12.2 Mechanisms of participants

Functional literacy classes should be considered on the basis of the example of the literacy committees of Tanzania as autonomous of responsible adults whom it is advisable to associate with the many aspects of the educational action. They, for instance, could decide on questions referring to the adults sharing in the costs of literacy programmes or the introduction of a reward and punishment system aimed at maintaining innovations or at reducing absentism or drop-outs.

2.13 Evaluation

2.13.1 Collection and standardization of data.

There can be no science without data and the efficiency of all educational efforts will depend on the establishment of a coherent and controlled system of information and feed-back.

The conditions for international standardization of statistics and data on literacy (traditional and functional) should be studied in order to enable intra-national and international comparisons.

2.13.2 Evaluation system

The establishment of an evaluation system gives rise to many complex problems, as was evident in the course of the experimental world literacy programme. It appears that every system must give due consideration to the distinction between:

- evaluation of pedagogical impact (this is based on psycho-pedagogy and are made up mainly of tests; the design of such tests for functional literacy poses many difficult problems; component tests, integrated tests, functional tests);
- evaluation of the socio-economic impact of functional literacy which entails the use of social sciences (economics, sociology, anthropology).

2.14 Methodology, Planning and Organization

Functional literacy is a very complex concept which becomes even more complex if it is defined in terms of development and for which there is no unanimously accepted definition. No doubt this complexitty explains why so much ambiguity and misunderstanding still prevail in the use of the term "functional literacy". This situation gives rise to concern, since it hampers or renders more difficult the indispensable dialogue between the initiators of development and educationists.

In view of the complexity of the functional literacy concept an intelligent and differentiated information policy is necessary. UNESCO and other organizations or governments, therefore, should promote information on the concept, terminology and methods of functional literacy, notably in the form of sound films, audio-visual material, radio broadcasts, methodological manuals, extension documents, interviews, round table discussions, conferences including discussions and seminars.

6.3 WORKING GROUP III

3. Planning and Organization of Functional Literacy

The implementation of the policies and the application of the methods outlined above require administrative action and vertical and horizontal coordination at all levels. The spontaneous ad hoc growth has many advantages, but there is also a strong need for professional development and the establishment of the institutions which can serve as "the heavy industry of adult education" in the sense that they produce the outputs that are needed as inputs elsewhere in the system.

3.1 The Need for an Overview of Adult Education

Adult education must be seen as one large and comprehensive enterprise. Only then can it be realized that however decentralized and autonomous the many component parts may be, they are dependent on one another. Expansion in one sector, such as functional literacy necessitates simultaneous or prior development of other sectors.

3.2 Towards Learner-centred Systems

3.2.1 Any system of adult education, however loose and informal, should be constructed, not merely to convey predetermined knowledge and skills. The guiding principle must be to respond to the needs, interests and concerns of the adult learner, so as to enable him to fulfill the various and discharge the various functions he assumes during his life. It is, therefore, essential that the teacher, and anybody else who assists an adult in pursuing his learning should develop an awareness of the actually existing motivations to learn.

3.2.2 Once provisions relevant to the existing motivations have been made, and once the adult has proved to himself that he can learn and that he or his community will benefit from that, confidence will develop and further motivations to learn will manifest themselves.

3.2.3 On the other hand, there is a strong need to motivate the educationally privileged to shoulder the responsibility of sharing their knowledge and experience with the less privileged members of the community and playing their full part in making the right of access to education a reality.

3.3 Learner Participation in Decision Making

3.3.1 Administrative arrangements for functional literacy and other forms of adult education must take account of the need for active participation by the learners themselves in all decisions related to the planning and the pursuit of the learning. Teachers must be taught not only to convey knowledge and skills but to be attentive listeners and good observers fully sensitive to the learners they are trying to serve.

3.3.2 A programme, however carefully prepared, will never reach its highest degree of functionality unless the teacher can help the individual learner to relate its contents to his experiences, his interests and his problems.

3.4 Administration Viewed as On-going Support

Functional literacy teachers and other teacher of adults, many of whom are volunteers, need not only some initial training. They need recurrent training and continuous backing up and support. The administrative structure must be designed to provide such on-going support by making available to the teachers both the necessary supplies of educational materials and the information and advice which he needs in his work. In return teachers should be expected to communicate the experience they gain to the agencies to which they belong.

3.5 Coordination at Local Level

3.5.1 The need for coordination and lively communication is as great at local as at central levels. If adult learning is to be closely related to the interests, concerns and activities of the learner (and how else can it be functional?), it is essential to avoid a monopoly of provision. Decentralized provisions offered by a considerable range of government services and private agencies will be necessary but it is highly desirable that each providing body can plan and carry out its activities in full knowledge of what others are doing and with full access to the experience gained elsewhere.

3.5.2 There is thus a strong case for local adult education committees or councils which can facilitate the exchanges and the coordination. It is, however, also desirable at local level to have one government officer designated as answerable to government in matters related to adult education, but his functions should be to encourage and facilitate and not to impede. Such an officer can provide a valuable link in the chain of communication between participants in adult education and central authorities.

3.6 Coordination at National Level

3.6.1 At the national level there is a clear need to set up or strengthen a central administrative unit,[1] the status of which will inevitably be a reflection of the real priority accorded to the education of adults by the government.

3.6.2 Such a unit must not only coordinate adult education action and planning for the development of adult education. It must also be one of the partners in the efforts to develop the relationships between adult education and formal education in the overall context of life-long learning, and between overall national development and educational development. Among its functions would be to secure that adult education interests are represented in councils and boards concerned with development planning, the mobilization of human resources for development, the use of foreign aid, as well as cultural development, reform of the formal school system, etc., for it is now beyond doubt that adult education can provide very significant means to achieve a considerable number of primary objectives.

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[1] which should not exclude the establishment of decentralized special services (cf. 3.10.1 and 3.13)

3.7 National Adult Education Boards

The administrative unit should also serve as the Secretariat for a National Adult Education Board, or Council, on which would be represented a fairly wide range of governmental and non-governmentel adult education agencies, representatives of workers and employers, farmers and cooperators and other concerned interests. Such a Council can perform important functions in coordination, policy formulation and the initiation and legislation appertaining to adult education.

3.8 Legislation

Such legislation might specify the conditions under which financial support and other assistance is available for adult education; it might enable local authorities to make provision for adult education, or render it obligatory for them to do so under certain conditions; it might specify the obligations of employers with regard to workers' education, impose training levels, and some of the arrangements for the administration and coordination of adult education might find its way to the statute book. Definitions of various branches of adult education would have to be incorporated in the legislation. The wish was expressed that UNESCO should be able to respond to requests from member states for information and advice in matters of adult education legislation.

3.9 Machinery for Inter-ministerial Coordination

In addition to a fairly large national Council many governments had found it useful to institute a smaller committee or similar machinery to take care of interministerial coordination in matters of adult education. Interministerial cooperation is particularly essential for the success of integrated programmes like functional literacy.

3.10 Basic Professional Services

3.10.1 Although the central administrative unit would have overall responsibilities, governments which wish to embark on a comprehensive plan for functional literacy and adult education must consider the establishment of several specialized services, which will often be managed separately, but nevertheless are essential.

3.10.2 In addition to adequate machinery for planning and coordination referred to above, there is a need for the following services:

- Training of the various categories and levels of personnel required including the personnel to man the services listed below;
- Research and evaluation;
  Development and production of teaching materials including programmes for radio and TV, film and other software;
- Documentation and information services;
  Library services including village libraries served by district libraries;
- Newspapers and magazines, including locally produced rural newspapers;
- Correspondence education.

3.11 National Institutes of Adult Education

3.11.1 Often it has been found effective to entrust some of these services to a national institute of adult education, which sometimes is a constitutive part of a university and has easy access to specialists from a wide range of disciplines.

3.11.2 Institutes of adult education which are both engaged in making direct provisions for adult learners, and in the development of adult education through research, training and productions of materials are often particularly well placed to bridge the gap between theory and practice, and build up the expertize needed for a development of adult education which takes account both of the needs for quantity and quality in the total operation.

3.12 The Heavy Industry of Adult Education

However institutionalized, these basic services constitute the heavy industry of adult education. In their absence it is difficult to man and run large-scale operations. When they are well established it is a relatively easy matter, both to work on a large scale, and to bring about innovations and change in programmes.

3.13 Coordination at Intermediate Levels

Between the local and the national level it is useful to have intermediate coordinating bodies at district and/or provincial level. The functions that can be carried out at these intermediate levels will largely depend on the size of the overall adult education enterprise. The larger the scale of operations, the more it will be possible to decentralize arrangements for training, production and distribution of materials, etc. Such a deliberate policy of gradual decentralization will in itself contribute to skill development in the various regions of the country.

3.14 Administration and Communication

3.14.1 The opportunities for adult learning depend greatly on effective communication both vertically and horizontally. Information is constantly relayed between specialists, policy-makers, implementers, educators and popularizers and the public. Vertically it is desirable that messages from centres of knowledge, ideas, and research can reach out to the people with a minimum delay and with minimum distortion, and that experience gained and ideas developed at the grass roots level can reach the centres.

3.14.2 Horizontally the need is to ensure lively communication between all government agencies and voluntary bodies that provide learning opportunities. The possibilities of distortion, or total breakdown are numerous, and both in the planning and the administration of adult education it is essential to these risks at whatever level they may occur.

To facilitate both horizontal and vertical communication it is desirable, in addition to the usual letters and circulars, to make use of news-letters of various kinds and provide access to services of documentation and information. A precondition is the compilation of relevant names and addresses in directories of various kinds.

3.15 Particular Aspects of Planning for Adult Education and Functional Literacy

Adult education and adult literacy are in many ways different from the education of children. This has also certain implications for planning:

3.15.1 An educational system, which is based on voluntary participation, multiple didactic differentiation, parallel subsequent and simultaneous, even occasional learning, can only be planned and administered with great difficulties, even when decentralized. Therefore, adult education and functional adult literacy require special attention both in the planning of the total framework and the components. The definition of objectives, the duration needed for attainment, the identification and mobilzation of financial and human resources, the setting up of appropriate infrastructures, the carrying out of periodical assessments and evaluations are among the important aspects to be specially considered in the planning process.

3.15.2 The need for training at all levels, particularly of high level professional staff, must be foreseen in advance.

3.15.3 The planning of functional adult education and literacy can best be integrated with overall development plans when adult educationists are represented on the national planning machinery and participate in the planning process.

3.15.4 Seminars and courses on planning are needed for adult educationists, and planners may find it useful to study adult education. Indeed, much could be gained by closer cooperation between the two professions.

3.16 External Assistance

The right of man to education has been internationally recognized. The illiteracy of more than one third of the adult population of the world is a concern to the conscience of man. Our world is based on human interrelation, cooperation and communication in which literacy is an essential element. Therefore, a substantial international contribution to the fight against illiteracy is not only called for, but is logical, and is in the interest of the aid given by countries and organizations themselves.

3.16.1 Although the main resources and efforts being devoted to the eradication of illiteracy must come from the developing countries concerned, bilateral and international support, harmonized with national development plans will strengthen these national endeavours.

3.16.2 Since educational projects require a considerable period to have their full impact on development, external assistance should be of a long-term character.[1]

3.16.3 To avoid overlapping programmes and unfruitful competition, international, bilateral and national resources should be coordinated as much as possible in the planning and implementation of programmes.

3.16.4 In the field of adult education, particularly where participation and partnership play an essential role, programmes of external aid should be considered as joint undertakings. Starting from the initial decision making process on policies and particular projects, the will of the partner[2] countries must be respected. Ideological conditions and indoctrination must be avoided.

3.16.5 The following areas call for special consideration in aid programmes:

- strengthening of planning and organizational structures;
- special consideration of the "heavy industry" of adult education, such as National Centres, basic services for professional development, material production units, library services, which while initially costly are essential for economy in the long run;
- supporting the development and most effective utilization of mass media;
- aid to functional literacy and adult education as components of development projects, in order to create employment opportunities, including self-employment;
- initiation of self-supporting projects or measures which have a chance of attaining at least partial self-support, such as cooperatives, correspondence courses, adult education periodicals, almanachs, etc.;
- assistance to voluntary associations of adult education;
- assistance to regional organizations and institutions;
- maintenance of successful on-going projects and existing institutions until they can be taken over by national sources;

1/ not excluding flexible short-term aid
2/ Partner countries in this context are recipient countries.

- assistance in the training of personnel who can have a multiplier effect in the field of adult education and literacy.

3.16.6 In many cases, part of any aid given should be in cash to enable governments and partner organizations to reduce costs and to purchase locally available equipment.

3.16.7 Fellowships and scholarships as components of foreign aid need not be restricted to training abroad, but should include provisions for training on the spot and for study visits to other developing countries. Fellowships should also combine theoretical and practical training. When externally assisted training is carried out in the developing countries, it should utilize and, if possible, strengthen national or regional training centres, and fellowships should be provided for courses in these institutions.

3.16.8 Requests for external assistance in the field of adult education and literacy should consist of concrete project descriptions and details of budgetary calculation, to increase their possibilites of favourable consideration.

3.16.9 It is important that countries desiring external assistance for adult education and literacy give adequate priority to such programmes both in their national development planning and in the context of country programming.

3.16.10 Finally, if this Symposium considers that governments and international agencies should accord a much higher priority to meeting the needs of adult education, it is not only because the education of adults by itself is an important part of development. It is also because adult education can provide significant means to achieve a considerable number of primary development objectives.

6.4. SUMMARY OF THE MAIN CONCLUSIONS

The Symposium, having considered the matters set forth in the preceding section of this Report, came to the following main conclusions:

1. Governments should be as concerned with the education of adults as with the education of children, and this concern should be reflected in the allocation of resources.

2. The essential step in the development of adult education (including literacy) is the formulation of comprehensive policies related to national priorities.

3. In view of the need for permanent provisions for adult education, governments should take a long-term view and establish the necessary institutions and structures.

4. To meet the diversified needs of adults, a wide range of provisions[1] must be made by various organizations and at different levels.

5. Coordination should not seek to impose uniformity; rather, it should aim at linking educational activities with the solutions of the problems of the nation and the individual.

6. Such coordination may be achieved through national boards and councils and appropriate committees at various levels. Institutes of adult education and adult education associations also have a vital role.

7. An appropriate human resource development component, which in many cases may be functional literacy, should be an integral part of any development project.

8. Documentation and information services play a keypart in the overall structures of adult education, as they provide access to both national and international experience.

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[1] including counselling services

9. In view of the increasing amount of material becoming available about functional literacy, largely through the Experimental World Literacy Programme, universities should consider their opportunities and responsibilities in this field of research and study.

10. To exploit the potential educational value of mass media, adequate provisions should be made for the training of technical and professional personnel, especially scriptwriters and programme producers.

11. Governments can by removal or reduction of licence fees and duties bring radio and other media within reach of more people.

12. The experience gained in functional literacy methodology appears to be highly relevant for the renovation of formal school education.

13. Any policy for the education of children should take into account the decisive role played by the parents, and the multiplier effect of adult education in this matter should be realized.

14. There is little value in providing rudimentary literacy skills only. Programmes must be conceived which enable the learner to utilize and develop the skills acquired.

15. The identification of the learning needs of the adult in the context of his environment must be a primary concern in the design of any programme of functional literacy, and the adult learner should himself be involved in this process.

16. The transition from small- to large-scale functional literacy programmes presupposes concrete programmes developed in the light of initial surveys and studies, detailed plans of action, and adequate institutional basis and effective adult education infrastructures. Results and findings of the evaluation of pilot experimental projects should be taken into consideration.

17. The best strategy for achieving universal literacy in a country may well be to proceed with the functional approach stage by stage, meeting the demands that manifest themselves whether from geographical areas or occupational groups.

18. Governments should endeavour to create a positive atmosphere for the participation and commitment of individuals and social groups to programmes of functional literacy so that they realize their significance for personal and national development.

19. Before deciding on language(s) to be used in functional literacy programmes, consideration should be given to pedagogical, economic, cultural and political implications.

20. Literacy classes are not enough to ensure continuing literacy. Village libraries, rural newspapers and other reading matter as well as facilities for continuing adult education are essential to create an environment in which it is meaningful to acquire, retain and develop literacy skills.

21. Booklets in which certificates for various types and levels of educational attainments can be entered are preferable to the present single certificate system often used in literacy programmes, since such booklets better sustain motivation for continuing education.

22. The unique potential of the African Adult Education Association and other regional and international associations in promoting and strengthening professional and regional cooperation in adult education, should be recognized.

23. Country programming exercises provide new opportunities for governments to seek external aid for adult education, including functional literacy. Adult educationists should be associated with the preparation of such programmes.

24. The understandable wish to achieve immediate results should not cause providers of external aid to lose sight of the need to develop permanent institutions and structures on which future developments depend.

25. World Bank, UNDP, and other aid giving multilateral and bilateral agencies are urged to give very high priority while considering proposals for assistance to development programmes with which adult education and functional literacy components are integrated.

26. The conditions for international standardizations of statistics and data on literacy (traditional and functional) should be studied in order to enable intra-national and international comparisons.

27. In view of the increasing role of adult education in development, counselling services for adult learners should be set up to help them identify their needs and future opportunities.

28. Governmental and non-governmental organizations should take advantage of the documentation facilities and information services provided by the international and regional information centres.1/

29. Adult education including adult literacy should form a significant part of the curriculum in teacher training colleges and university courses in education.

30. The Symposium appreciates the results and conclusions arrived at and thanks the organizers of the meeting. It recommends that similar meetings take place in other regions.

1/ Such as the International Institute for Adult Literacy Methods (I.I.A.L.M.), the Regional Centre for Functional Literacy in Rural Areas for the Arab States (ASFEC) and the Centro Regional de Educación Funcional para America Latina (CREFAL).

7. EVALUATION

In order to determine to what extent a meeting of this sort in Berlin can in effect be an adequate instrument of development policy and furthermore to obtain criteria for the improvement of methods, a brief evaluation was carried through by means of interviews held with the participants from abroad at the beginning and at the close of the Symposium.

EVALUATION

Helga Rudinger

With regard to frequency of participation in similar meetings, the participants in this Symposium had taken part relatively often in such conferences.

Satisfaction at having participated in the Symposium was relatively high at the close of the meeting (only two participants were not satisfied). It was felt that good ideas had been exchanged and that a number of valuable proposals for follow-up measures and future cooperation had been initiated.

Concerning the effects of the Symposium, most of the participants felt that much would depend on their own activities, and they were hoping for further help from the organizers. Only three participants expected no further actions after the Symposium.

At the start of the Symposium most of the participants were quite satisfied with the programme, and at the close of the meeting satisfaction was again expressed. The participants emphasized in particular the high value of the personal contacts made.

The bilingual composition of participation was accepted in general; regret was expressed that the Francophone group was so small. It was felt that more participants, mainly from other African countries, should have been invited.

Half the participants felt that the time allotted them for the reading of papers had been sufficient; the rest of the participants found the time too short.

One third of the participants were of the opinion that there had been too little free time at their disposal; the other participants were satisfied with the scheduled free time.

It was the general consensus that a Symposium was a good vehicle for reaching a defined aim such as this meeting had had.

With regard to the organization of the Symposium, there was approval in general. However, a number of areas for improvement were mentioned: the programme was too crowded; the organizing staff was overburdened with work; the cultural programme was too short; the supporting service was not fully satisfactory.

As to the location of the Symposium in Berlin, opinion was equally divided. Half the participants felt that Berlin was a suitable place, the rest would have preferred a location in a developing country. None of the participants changed their opinion in this respect during the course of the Symposium.

One third of the participants felt that they had not had enough time to become acquainted with Berlin. The remaining two thirds were quite satisfied with their Berlin visits.

8. PROGRAMME

PROGRAMME

Tuesday, 14 August

	Arrival

Wednesday, 15 August

10 a.m.	Welcome addresses and opening of the Symposium by Dr. Erika Wolf, MP, Vice President, Board of Trustees, German Foundation for International Development Keynote lecture: "Functional Literacy Projects in the Context of Adult Education. Results and Innovative Effects" Mir Husain, UNESCO, Acting Director, Literacy Division Discussion Introduction to the programme and papers of the Symposium Dr. Josef Müller, German Foundation for International Development, Education and Science Branch
3 p.m.	Individual reading of country reports and working papers

Thursday, 16 August

Section 1: Information and Problem Identification

9 a.m.	Hearing of country reports (implication of the experiences of pilot projects for large scale programmes of adult literacy)
3 p.m.	Hearing of country reports (contd)
7 p.m.	Reception given by Dr. Erika Wolf at Villa Borsig

Friday, 17 August

9 a.m.	Hearing of country reports (contd)
Afternoon	Free

Saturday, 18 August

9 a.m.	"The Paulo Freire Method of Conscientization and Literacy" Introduction by Rogerio de Almeida Cunha, Presently University of Münster, Germany Discussion
11 a.m.	Constitution of three working groups. Discussion of the catalogue of problems 1. Functional literacy in the context of life-long education Chairman: Prof. E. A. Tugbiyele, Nigeria 2. Contents and methods of functional literacy and their implications for staffing Chairman: Z. Mpogolo, Tanzania 3. Planning and organization of functional literacy Chairman: Paul Bertelsen, UNESCO
3 p.m.	Working groups (contd)
5 p.m.	Plenary session: catalogue of problems (final version)

Sunday, 19 August

10 a.m.	Sightseeing tour of Berlin

Monday, 20 August

Section 2: Problem Solution

9 a.m.	Working groups (contd)
3 p.m.	Working groups (contd)

Tuesday, 21 August

9 a.m.	Functional literacy in the context of life-long education Introduction to the plenary discussion by Prof. E. A. Tugbiyele Plenary discussion (contd)
3 p.m.	Contents and methods of functional literacy and their implications for staffing Introduction to the plenary discussion by Z. Mpogolo Plenary discussion (contd)

Wednesday, 22 August

9 a.m.	Planning and organization of functional literacy Introduction to the plenary discussion by Paul Bertelsen
11 a.m.	Lecture: "Documentation and International Exchange of Experiences in the Field of Functional Literacy" Dr. Ahmed Fattahipour, Acting Director, International Institute for Adult Literacy Methods, Teheran Discussion
Afternoon	Free

Thursday, 23 August

9 a.m.	Meeting of the three working groups
3 p.m.	Working groups (contd)

Friday, 24 August

9 a.m.	Drafting committee session
3 p.m.	Visit to museums

Saturday, 25 August

9 a.m.	Plenary session: findings of the working groups; proposals and recommendations of the Symposium
2 p.m.	Summarizing lecture: "Implication of the Experiences Gained from Pilot Projects for Large Scale Programmes of Adult Literacy in Context of Adult Education" J. C. Cairns, UNESCO, Director, Adult Education Division
4 p.m.	Close of the Symposium

9. LIST OF PARTICIPANTS

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10. DOCUMENTATION

10.1. Country Reports

- Ethiopia
- Iran
- Ivory Coast
- Mali
- Nigeria
- Somalia
- Tanzania
- Tunisia
- Zambia

10.2. Synthesis of the Country Reports

10.3. Bibliography

10.1 Country Report
Ethiopia
(Short version)

I. Introduction

The Literacy Programme in Ethiopia has about two decades of history. His Imperial Majesty Haile Selassie I issued a proclamation on 13 November 1955 through which he inaugurated the publicly financed Adult Education and Literacy Programme in Ethiopia. The proclamation declared:

> "We charge every illiterate Ethiopian between the age of 18 and 50 to learn in the time left over from his daily tasks, such fundamental education as will enable him to know Amharic reading and writing, either at school, government or private, existing in his neighbourhood, or by employing a private teacher in his respective village or district."

This became the cornerstone of national policy and the Ministries of Education, National Community Development and Social Affairs, Police Force and the National Army as well as other organizations like the Ethiopian Orthodox Church, Yemissrach Dimts, Sudan Interior Mission, YMCA and Women's Social Welfare Associations dedicated themselves to the cause of literacy along the National Literacy Campaign. The vision of His Imperial Majesty Haile Selassie I thus ushered in the beginning of the adult education movement on Ethiopia.

The main features of the general literacy programme are:

1. imparting the skill of reading, writing, and numeracy to illiterate adults - both male and female;
2. imparting the knowledge of Amharic for comprehension and communication;
3. developing the knowledge of literacy for solving problems of daily living;

4. associating government and non-government voluntary agencies to achieve the objectives of mass education.

This programme continues and provides the base for guidance and coordination for adult literacy and adult education in the country. Furthermore, a Work-Oriented Adult Literacy Project was initiated by the Imperial Ethiopian Government in collaboration with UNESCO/UNDP(SF) in 1968 which gave a new direction to functional adult literacy.

The main features of functional literacy are as follows:

1. Literacy programmes must be incorporated with plans of economic and social development;
2. Literacy work must begin among those population groups whose motivation is the strongest and who have the greatest need to become literate, both in their own advantage and to the advantage of their country;
3. Literacy programmes should be preferably linked to economic priorities and carried out in areas undergoing rapid economic expansion;
4. Literacy work must form an integral part of the educational planning and structure of each country;
5. The financial cost of functional literacy (the term given to this new approach) would be covered by diverse public and private resources together with investments;
6. Literacy programmes in this new type should be related to the pursuit of economic and social objectives, e.g. increase of manpower output, production of food stuffs, industrialization, social and professional mobility and diversification of the economy, etc.

This new approach is thus functional in its overall purposes and work-oriented in its specific direction which aims at helping the individual adult to improve his status in the sphere of earning a living as well as his style of life with particular reference to his needs for better health, better civic and social relationships, and a richer sense of well-being.

II. Provision in the Third Five Year Plan

The National Literacy Campaign, under the direction of the National Council of Literacy and assisted by bilateral and multilateral organizations and other voluntary agencies, and the Ministry of Education and Fine Arts, will provide facilities for adult education. Over 3 million adults are to become literate during the plan period through specially designed programmes and the use of mass media. The Ministry of Education will be responsible for developing basic teaching and reading materials, while pamphlets of interest to a largely rural population will be published with the aid of other agencies of the government. The Ethiopian News Agency will also make simple newspapers available for circulation as the number of new literates increases. Another 128,000 adults in specially selected development areas are to receive a work-oriented programme assisted by UNDP. The pilot project will give much needed experience in functional literacy work which can be fed into the larger programme at a later stage.

A. Literacy Policy

It is thus evident that illiteracy is considered a major problem in Ethiopia by educationalists sociologists, economists and planners. Literacy is viewed as an important element in economic and social development. The question of a prerequisite or precondition is not very pertinent in the Ethiopian context, as it is considered that literacy and socio-economic development must go together.

It is also clear from the preceding account that adult literacy education is integrated into national plans for education and the plans for the Fourth Five Year Plan include a coverage of about 645,000 adults to be made literate through the general literacy programme and about 425,000 through the functional literacy programme. These goals are believed to be realistic and are within the financial resources of the country as envisaged at present.

Literacy in Ethiopia is not considered merely as a way of making up for insufficient primary education, but rather as a way enabling the adult to meet the needs and challenges of life in the society and thus it is viewed as a way of socio-economic advancement.

The emphasis on planning adult literacy programmes is on both the individual and the society, as such a dichotomy is not very appropriate. However, there are two kind of programmes in Ethiopia: the general literacy and the functional literacy. The Education Sector Review indicated the following as a matter of policy:

> "Work-oriented literacy training would be emphasized and the various programmes would be evaluated to determine which are most effective".*

Ethiopia has a clearly stated national literacy policy for the programmes of general and functional literacy. For the former the approach is to achieve universal literacy in stages or phases during the next three decades. For the latter the policy is selected, as it is aimed to go along with the projects of agricultural and industrial development such as comprehensive development projects and minimum package programme areas in the agricultural sector and selected industrial estabments in the industrial sector.

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* Education - Challenge to the Nation, Report of the Education Sector Review, August 1972, Addis Ababa, Ethiopia, page IV-23

B. Coverage of Literacy Programmes

The general literacy programme is operative in all the 14 provinces of the nation including Addis Ababa with the organizational and financial support of various voluntary agencies, church denominations and government departments. The Provincial Literacy Officers select literacy instructors, give them orientation, prepare reading materials and supervise literacy classes. At present about 225,000 adults are currently attending these literacy classes. In the functional literacy over 28,000 adults are currently enrolled and it is expected to have about 50,000 persons enrolled in the coming year. The demand exceeds the supply as in some urban towns there is a shortage of classes because there are other adult evening programmes. In many rural areas there is a shortage of suitable instructors. Besides the financial requirements for the whole illiterate adult population of the country cannot be met all at once. The programme has, therefore, to be phased in suitable stages.

These classes are not evenly distributed throughout the country. They are clustered in urban and semi-urban areas and spread over in rural areas. Their location is determined by the operational areas of working of the voluntary agencies and concerned government departments. The functional literacy programme is located in selected sub-projects where a specific development programme is being implemented, e.g. WADU (Wolamo Agricultural Development Unit), Minimum Package Programme areas in Jima/Agaro, and selected factories in the industrial belt. It is proposed to develop it along these lines in new development projects. More men attend literacy classes in rural areas than do women. In factories their number is somewhat evenly distributed, taking into consideration the sex composition of the labour force.

C. Administration of Literacy Activities

The Ministry of Education and Fine Arts has a Division of Adult Education and Literacy with a Director-General as its head. He has an associate and an office staff at the headquarters and Provincial and Awraja (sub-province) literacy officers to assist him in the programme. In addition, the literacy officers have supervisors according to the number of classes operating in an area.

The Literacy Division plans and coordinates the programmes with other government departments, church organizations, and voluntary agencies. A national Literacy Campaign Organization operates to augment and channelize resources for the implementation of the programme. There is a national coordination committee for adult literacy and adult education.

The Work-Oriented Adult Literacy Project which has been operating for about the last four years and a half, has a National Director for the Project. He is advised by the Chief Technical Adviser who is the leader of a team of international experts provided by UNESCO (UNDP/SF) and other cooperating international agencies. About 50 national full-time specialists and 36 other staff members assist the National Director in the implementation of the programmes of the project.

The Project has an inter-ministerial Executive Committee which meets from time to time and guides the working of the project. Besides this, the National Director and the Chief Technical Adviser keep in close personal touch with senior officers of the concerned ministries and the specialists and chiefs of the associated UNESCO, FAO and ILO projects for cooperation and coordination.

Active cooperation has been maintained with the UNDP Resident Representative and the Chiefs of Mission of UNESCO, FAO, ILO, and other international organizationes in facilitating project activities.

At the sub-project level, coordination between WOALP and other local agencies is maintained via governors and provincial education officers while cooperation is secured with specialized agencies such as CADU and WADU through project liaison officers and professional meetings.

The activities of the Work-Oriented Adult Literacy Project are developed by the following sections:

Methods and Materials. Supported by about 6 - 7 national specialists and technicians, this section collects technical material form other national and international specialists and prepares reading materials - both primers and follow-up materials for the participants of the programme in simple language and pedagogic methods in order to facilitate effective learning.

Mass Media Coordination. It prepares audio-visual aids like posters, photographs, films, slides, and other communication media such as newsletters, wall newspapers and also provides technical guidance in the illustration and presentation of the reading materials.

Training. This section plans, organizes and supervises the training of instructors, supervisors and training and briefing of other personnel about the programme. It prepares manuals and guidelines for the sub-project staff who also implement a decentralized programme of training.

Literacy. It plans, organizes and supervises the actual programme of training and coordinates the teaching with the other sections such as agricultural extension, cooperatives, home science, industrial/vocational training and cottage industries, etc.

Agricultural Extension. The section plans demonstrations in improved techniques of agricultural production and helps in preparing educational materials related to agriculture. It organizes field days and conducts lectures and discussion groups on agricultural topics. It helps in the distribution of inputs for better farming and integrates all their efforts with the teaching of literacy and numeracy skills.

Home Economics. It provides technical material to the material production section and plans, guides and supervises the programme of functional literacy integrated with family living education and nutrition. It holds demonstrations and works with the mass media section for preparation of audio-visual aids appropriate to women work.

Cooperatives. It works with agricultural, industrial and home economics as well as evaluation, training and other sections and related government departments for cooperative member education. Provides farm inputs and develops local initiative and leadership. It helps in preparation of books, posters and other audio-visual aids.

Industrial/Vocational Training and Cottage Industries. These sections provide the technical materials for books and audio-visual aids and organize pre-vocational and cottage industries training programmes.

Evaluation. A built-in evaluation programme is essential for an experimental project. The evaluation section conducts surveys and studies with a view to collecting data for programme support, observe the working of the programme to provide feedback, collect and maintain data for reporting and conducts studies for the measurement of change. It assists other sections to organize research on specific aspects and helps in conducting quizes, tests and examinations.

The evaluation section prepared about 24 reports on surveys on programme planning, process studies, measurement of change, etc.

All these sections work as a team under the guidance of the National Director and the Chief Technical Adviser. Even when the project is phased out these national specialists working in these sections will be working on their specialities with the Division of Adult Education and Literacy providing trained and experienced technical support.

D. Financing

In 1970/71 revenues to meet education expenditures accounted for in this report were derived from four sources as follows:

- Ministry of Education and Fine Arts which provided Eth. $ 68 million, including $ 62.5 million to meet recurrent expenses for schools, adult literacy programmes, administration and miscellaneous purposes and Eth.$ 5.5 million for capital expenditure:
- Other Imperial Ethiopian Government agencies which provided $ 16.6 million to meet recurrent and capital needs of HSIU, Antiquities Administration, National Community Development, Agricultural Institutes and other purposes:

- Local sources which provided an estimated Eth. $ 2.5 million for education purposes:
- External grants which provided an estimated Eth. $ 3.4 million for recurrent and capital expenditures of elementary and secondary schools, adult education, and educational television.

Sources of Funds Spent on Education (1970/71 - 1963 EC)

	Eth. $ (in millions)
Ministry of Education and Fine Arts	68.0
Other Imperial Ethiopian Government Agencies	16.6
Sub-total Central Government	84.6
Local Resources	2.5
External grants	3.4
Total	90.5

It was estimated that in 1970/71 an additional $ 50 million was spent for various schools such as military academy, hotel training institution, public health training schools, police college, etc.

In 1970/71, Central Government education expenditures of $ 84.6 million constituted 19.3 percent of the total government resources of $ 439 million. In 1970/71 the Ministry of Education reported expenditure of $ 526,865 for adult educational programmes, which consisted chiefly of literacy training.

Moreover provinces and municipalities support literacy in cash and in kind. The earlier mentioned non-governmental organizations also provide financial support to literacy education. The extent of this financial support would be about half a million dollars.

Adult do not pay to attend literacy classes; sometimes they purchase teaching materials and sometimes they get them free.

According to the report of the Education Sector Review, the cost of making anadult literate through adult literacy education ranges from $ 5.65 to $ 18.33.

Planned requirement for literacy in the next five years will be as follows:

Funds Required for the Fourth Five Year Plan

The total provision required for adult education and literacy will, therefore, be as follows:

	Eth. $
General adult literacy	8,160,000
Work-oriented adult literacy	7,956,250
Continuing adult education	1,500,000
Administrative overhead on the national and provincial levels including travel, evaluation and supervision	2,160,000
Total	19,776,250

The cost per adult in general adult literacy will be Eth. $ 17.65 and in functional literacy Eth. $ 18.92. The higher cost of functional literacy is due to the application of inputs for higher productivity, preparation of technical reading materials and special primers, follow-up books, integrated training of instructors, demonstrations, closer supervision and higher rate of pay to the instructors provided with integrated training.

E. Teachers (Organizers) Administrators

Teachers are volunteers, including dressers, hospital staff, students and school teachers in case of missionary organizations. The Ministries of Education and Fine Arts, National Community Development, even though desiring to pay, largely depend upon voluntary teachers for running the literacy classes. In case of the Police and Armed Forces the situation is better structured. The educated members of the staff teach the illiterates as a part of their official duty either within their duty hours or sometimes even in addition to their duties. No payment is made in their case.*

As to the Work-Oriented Adult Literacy Project, the following are the criteria for selecting instructors:

1. physical fitness - appearance, voice, age (above 16 years)
2. educational background - grade six or above
3. experience
4. language - knowledge of Amharic and local vernacular
   - Amharic comprehension and expression
5. teaching attitude and interest
6. experience of local socio-economic problems and development programmes.

In the agricultural sub-projects the instructors are selected on the above mentioned criteria from the same community whereas in the industrial sectors the instructors are selected among the factory workers.

For the general literacy programme, the Ministry of Education pays Eth. $ 40to 60 per course to instructor.

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* WOALP, Experience Survey (National Literacy Efforts), B.N. Singh and Abraham Ghermazion, 1969, Addis Ababa, p. 4

The WOALP instructors are paid Eth. $ 20 per month if they teach three days (two hours a day) per week or $ 30 per month if they teach five days (two hours a day) per week.

The WOALP instructors receive pre-service and in-service training and refresher courses.

Over 1,000 instructors benefit from such training annually, and all the functional literacy officers are responsible for this training. Adult literacy education is not included in the curriculum of any teacher training institutions, but there is an attempt to do so.

The WOALP Mass Media Coordination Section, besides other main tasks, uses radio, newsletters, wall newspapers, slides, photographs, filmstrips, posters and charts to help in the teaching and training of instructors.

The provincial literacy officers and literacy supervisors supervise the work of literacy instructors.

One to twelve month training and leadership courses were given for organizers, supervisors and administrators of literacy education activities in Israel, West Germany and Demark. About four to six people receive such training each year. All of those so trained are now engaged in adult literacy activities in the country.

Training though fellowships and seminars was arranged in 1969, 1970, 1971 and 1972 to the national counterparts of the WOALP in USA, Sudan, France, Iran, Italy, Tanzania and Israel.

A briefing seminar (25 to 27 May 1969), a training seminar (16 to 18 November 1970) and a Writers' Workshop (18 to 20 December 1972) were held at the WOALP Head Office in Addis Ababa.

An International Seminar for Functional Literacy Specialists was held from 29 April to 12 May 1970 in Addis Ababa.

F. Teacher Environment

Literacy classes are held at schools, churches and church compounds, centres specially built for literacy activities, community halls, private houses donated by local people, houses rented by participants and factories.

For the general literacy programme classes are mostly held in the evenings, within school premises.

The WOALP agricultural classes are held in the day-time according to the convenience of participants whereas the classes in the industrial establishments are held in the evening.

There is an evidence that the location and scheduling of literacy classes affects the performance of teachers as well as that of participants. This has been explained in many reports and steps were taken immediately to remedy the situation.

G. Pedagogical Approach

The general literacy programme primer favours the Laubach associated system whereas the functional literacy (WOALP) primers favour the eclectic method in which the sentences are read globally and the letters are extracted from the key words. Furthermore, with the letters already studied new words can be built. Both reading and writing are equally emphasized and they go together. Arithmetic is considered a part of adult literacy education and the teaching method used is traditional based on the materials and necessities of the occupational groups.

According to the general literacy programme 160-200 hours of teaching are considered necessary to make an adult permanently und usefully literate and 300-400 hours of teaching are envisaged to be adequate for the functional literacy programme participants.

There is a diversity of programmes for the WOALP. These are agricultural, cottage industry, industry and home economics or family living education programmes. These programmes incorporate practical activities like row planting and contour ploughing, improved seed, fertilizer, etc., for the agricultural programme participants, vegetable gardening and making of latrines for the home economics participants.

H. Teaching Materials

The general literacy programme teachers use the Ministry of Education Adult Education and Literacy Syllabus. The objectives and courses are outlined in the literacy syllabus. The materials do not vary according to group of learners.

The literacy instructors of the WOALP use different primers for different occupational groups, and charts, flash cards, posters, wall newspapers and different follow-up materials for different programmes. These materials are produced by the project (WOALP). The teaching materials available at the present time are considered to be adequate. Since the nature of the Work-Oriented Adult Literacy Project is experimental, several kinds of materials are used for comparison to locate appropriate materials and methods for future use.

Printed materials such as guidebooks for every primer and illustrative materials for both primers and follow-up materials, leaflets, pamphlets, flash cards, posters and charts are used to aid teachers of functional literacy classes.

Radio, cassettes, tape records, films, filmstrips, slides, flannel board, blackboard and photographs are used in the teaching of Work-Oriented Adult Literacy.

I. Research

(see Evaluation (C))

J. Follow-Up to Literacy Education

Reading materials like books and pamphlets are available for new literates. These reading materials are linked with agriculture, vocational training, health, hygiene and nutrition, family living education, cooperatives, civics, economic and social development. These materials are sold and the average new literate can purchase them. The new literates have access to mobile libraries.

There is a special scheme for promoting reading and writing and providing reading materials to new literates. The mass media coordination section has started issuing wall newspapers to each sub-project and also a new newsletter comprising all the news from the different areas. It is more or less a comprehensive summary of the wall newspapers.

K. Continuing Education

In Ethiopia adult literacy education is considered as an integral part of adult education activities. Other educational programmes are also provided for illiterate adults. There are agricultural demonstrations on the field, film shows, and radio programmes. There is an evidence that these have encouraged attendance of literacy classes.

The only means that are available to the new literate to continue his education is the general education which is based on the curriculum of the regular school system. Continuing education is available more in the urban areas than in the rural areas to new literates. About one fourth of adult literacy class participants may pursue their education once they become literate.

L. Integration of the Functional Literacy Programme with the National Literacy Programme

The main purpose of the Work-Oriented Adult Literacy Project was to train personnel for functional literacy programme at all levels and to experiment with methods and materials aimed at socio-economic development. These objectives will be achieved to a great extent during the life of the project proposed to be extended up to the end of December 1974. However, the basic goal of the project is to integrate the methods and materials as well as the organizational structure of the project with those of the National Literacy Organization and the general adult education work of the Ministry of Education. The expanding programme of literacy will, however, require more personnel at the national and provincial levels. Such international specialists as needed to help the proposed integration of the functional and general literacy programmes should be made available to the country to continue the goals of the fourth five year plan.

Books and audio-visual aids prepared by the WOALP should be further refined according to the needs of various provinces and programmes as strengthening functional component, experimentation, improvement and adjustment of such materials to local needs is a continous process, and hence the efforts in this direction must continue.

Adult literacy programme has made steady progress during the last 15 years from a modest beginning. Both general and functional literacy programmes continue to meet a basic need of the Ethiopian people. The programme should continue with a spirit of national commitment and it should be linked with community practicums located at the elementary, junior and senior secondary schools. It should, of course, be associated with existing and future development projects, so that adult literacy could become ultimately functional in the real sense and become an effective tool of socio-economic development of the country.

Country Report
IRAN

A. The Need for Adult Literacy; Literacy Policy

1. Adult illiteracy is considered as a problem in the development of our country; for this reason many measures are being taken so that illiteracy at the national level will be eradicated over the next ten years (by 1983). The following list shows the organizations involved in the eradication of illiteracy:

a) General Literacy

Executive Organs:

i) National Commision for Literacy Campaign
ii) Ministry of National Education
iii) Ministry of War
iv) Ministry of Labour and Social Affairs
v) Women's Organization
vi) Ministry of Cooperatives and Rural Affairs

Objective: To teach 3 R's (reading, writing and arithmetic)

b) Functional Literacy

Executive Organs:

i) Ministry of National Education
ii) Ministry of Labour and Social Affairs
iii) Ministry of Cooperatives and Rural Affairs

Objective: To teach 3 R's and to introduce new techniques in the jobs being carried out by the illiterates so that they become sufficiently qualified.

2. Literacy is viewed as an important prerequisite for economic and social development especially in the Fifth Development Plan of the country (1973 - 1978); according to the Government's policies concerning

industrial development and mechanization of agriculture, a need for the expansion of functional literacy is very strongly emphasized.

3. Adult literacy is integrated into the national plan for education. One of the objectives of the Fifth Development Plan is to make literate 2,000,000 adults all over the country. A special budget has been allocated for this purpose and it is planned that the ministries involved will train special staff to carry out this programme.

4. The main objective of literacy is to provide national unity and to create a national spirit. Also, the literacy campaign in Iran is considered as a means for making up insufficient primary schooling, and as a component of the socio-economic development plan.

5. The literacy campaign in Iran is both nationwide (teaching of the three R's) and selective (functional literacy). The campaign aims at raising the rate of literacy and giving skill competency to the active population at the technician level.

B. Overview of Present Adult Literacy Education

1. According to the latest statistics of the National Committee (November 1972), the total enrolment of participants in literacy classes is:

First Cycle (9 months)	:	195,229
Second " " "	:	91,425

The total enrolment of participants (initial and additional registration) according to statistics provided by the Functional Literacy Pilot Project up to June 1972 is:

First Cycle (7 months)	:	97,409
Second " " "	:	24,799

Literacy classes are usually provided whenever the demand is identified.

2. Literacy classes are usually distributed in urban areas and in large villages. However, classes are not held in villages with less than 250 inhabitants (which amount to about 48,000 villages all over the country).

3. Both sexes attend literacy classes, but in urban centres women participants are predominant. The age group ranges from 12 years to 45/50 years.

4. It is possible; however, there are no records available.

C. Administration of Literacy Activities

1. See information under A. 1.

From the beginning of 1971, the executive responsibilities for literacy activities have been left entirely in the hands of the ministries involved, and the national committee is the only organization responsible for the planification, elaboration and supervision of programmes.

2. Adult literacy is administered separately from other adult education activities and formal education.

3. The role of private organizations is not significant.

4. Industrial private sectors within regions covered by the National Development Plan are asked to provide literacy classes for their illiterate employees.

5. The National Committee is the only agent coordinating literacy activities at the national level. This Committee has a Governing Board comprised of H.I.M. the Shahanshah as the President, and H.R.H. Princess Ashraf Pahlavi as the Vice-President, together with the ministers of respective ministries who are responsible for the literacy campaign. The sub-committees working as the executive organs are nominated at the local level.

D. Financing

1. (a) During the Fourth National Development Plan (1968 - 1973) around 20% of the National Budget was allocated to education as a whole, (3% of the GNP).

(b) Due to the lack of a policy in adult education as such it is difficult to determine the allocated budget.

(c) 8.5% of the total budget for national education was allocated to literacy activities. Under the Fifth Plan (1973 - 1978) these allocations are to be substantially increased.

2. If there is any non-governmental financial contribution, it is on a voluntary basis and no study is available.

3. Literacy Campaign has received, for example, printing machine from Holland, technical and financial aids from UNDP, UNESCO, FAO, ILO, etc.

4. The adults attending courses held by the National Committee pay a small amount for their reading materials. The participants of the Functional Literacy Project receive their reading materials free of charge.

5. The average unit cost in the National Committee is calculated to be around $ 26.00 for each new literate. In the Functional Literacy Pilot Project the unit cost per functionally literate adult (those who have succeeded in final examinations) is estimated at around $ 74.00.

According to a comparative study* the unit cost per student having attended primary school or Army of knowledge courses, is as follows:

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* J. Hallak, N. Cheikhestan, H. Varlet, "The Financial Aspects of First Level Education in Iran", IIPE, Paris 1971.

	1st Year	2nd Year
Unit cost per student having finished 2 years of primary school	3,220Rls.	6,640 Rls.
Unit cost per student having finished 2 years of Army of Knowledge	2,500Rls.	4,720 Rls.

(76 Rials = $ 1.00)

E. Teachers/Organizers/Administrators

1. The National Committee for Literacy Campaign teachers are mostly primary school teachers. The Functional Literacy Pilot Project teachers are those who have either professional experience (technicians, or literate farmers) or pedagogical experience (primary or secondary school teachers).

2. The teachers' remuneration is:

National Committee : 400 Rls. (per new literate)

Functional Literacy Pilot Project : 65 Rls. (per hour : average teaching hours per month are 40)

3. Teachers' Training is:

National Committee : 40 sessions of training (1 1/2 hours per session)

Functional Literacy Pilot Project : 3 weeks training (5 hours per day)

Plus monthly discussion sessions with their respective supervisors.

4. Total number of teachers trained according to statistics of October 1972 is:

National Committee : 3,848 Men
6,296 Women
10,144

Functional Literacy Pilot Project	:	1,516 Men
		1,779 Women
		3,295

Training courses for adult literacy teachers are provided by the respective ministries. Adult literacy education is not yet a part of any teachers training institution's curriculum.

5. In the Functional Literacy Pilot Project a micro-experiment on the use of cassettes in the training of farmer-teachers for general agriculture programmes was used and positive results were observed.

6. The supervisors are usually selected from those who train teachers.

7. The College of "Mamazan" is providing BA degree in Educational Administration and Supervision. Most of the graduates of this college are nominated as administrators or supervisors of education in different regions of Iran. Scholarships for universities or specialised institutions abroad are available through international organizations for the organizers of functional literacy programmes.

8. Most people who have received specialized training are in some way engaged in adult literacy.

F. Teaching Environment

1. Literacy classes are held in:

National Committee : inside classrooms

Functional Literacy Pilot Project : either in classrooms or in special rooms in a working area, e.g. factory, farms, cooperatives.

2. Classes are usually held in the evenings after working hours. According to a survey carried out by the National Committee on the reasons for drop-out, one of the main reasons frequently expressed was "inconvenient timing":

(being tired after a hard day's work, men usually found it difficult to attend a class of one and a half hours' duration).

G. Pedagogical Approach

1. In teaching reading to adults, the eclectic method is applied in both the National Committee and the Functional Literacy Pilot Project classes.

2. In the National Committee classes, the teaching of three R's is emphasized, whilst in the Functional Literacy Pilot Project classes, the teaching of three R's plus professional skills are taught.

3. Three hundred and sixty to four hundred and fifty hours, equivalent to fourth grade of primary school, are considered necessary in order to make an adult permanently literate.

4. In the National Committee the programmes are diversified according to rural and urban areas, but in the Functional Literacy Pilot Project, programmes are diversified according to the variety of socio-professional needs of a given locality. (On the whole, there are 19 different programmes in Esfahan and Dezful.)

5. One of the main principles of functional literacy is the integration of different socio-economic and cultural components into teaching units.

6. In the Functional Literacy Pilot Project the combination of three R's teaching with professional skills is largely realized.

7. The National Committee has prepared for Azarbaijan (the Turkish speaking region of Iran) a primer on the basis of common words in both Turkish and Persian languages in order to familiarize the learner with Persian, and to enable him to continue afterwards in Persian which is the national language of the country.

8. Systematic tests and examinations are carried out by both the National Committee and the Functional Literacy Pilot Project at the end of each semester. Neo-literates receive a certificate on passing the final exams.

H. Teaching Materials

1. A variety of didactic materials are used in literacy programmes: e.g. charts, posters, primers, teacher guides, easy reading materials, etc. As a micro-experiment in the Functional Literacy Pilot Project's sugar-beet programme, a semi-programmed primer teacher guide for four sequences* was used.

2. A group of field specialist produce the teaching materials.

3. There is a permanent adjustment of didactic materials due to the results obtained through testing, evaluation, research and studies.

4. A teacher's guide is provided for each programme in both the National Committee and the Functional Literacy Pilot Project classes.

5. Mass media is not used directly for teaching literacy to adults, but mini-cassettes were used for farmer/teacher training in a micro-experiment of the Functional Literacy Pilot Project.

I. Research

1. Functional Literacy Pilot Project of Esfahan and Dezful is one of the first UNESCO World Experimental Pilot Projects.

2. The following institutes in Iran are carrying out research in the field of adult literacy:

- Institute of Social Studies attached to the University of Teheran;
- Research and Statistics Centre of the National Committee:

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* A sequence corresponds to a teaching unit covering about one week (7 1/2 hours)

- Research and Evaluation Section of the Functional Literacy Pilot Project in Iran.

The studies carried out by the above-mentioned centres cover the questions posed under this point in this present questionnaire. The Final Report of the Project (in nine volumes) is presently under print.

3. Little research has been carried out by foreign institutions or UNESCO experts on the different aspects of the Functional Literacy Pilot Project. Whether such research has been useful in solving this country's problems, no definite answer can be expected, especially for multi-causal problems.

4. Some abstracts of studies carried out by other institutions or Iranian programmes could be made available. The Final Report of the Functional Literacy Pilot Project in Iran is under Publication.

5. A comparative study on the socio-economic and cultural impacts of different approaches of literacy, together with fundamental linguistic research in Iran will be of great importance.

Lack of experimental educational research and inadequate knowledge of problems, insufficient experience and skill competency of research methods and statistical techniques, are the real bottle-necks in the whole system for education in Iran, particularly with regard to adult literacy.

J. Follow-Up to Literacy

1. Easy reading books are available for neo-literates. Every fortnight, the National Committee prints a newspaper for neo-literates.

2. A special group of experts has been nominated for the preparation of easy reading materials for neo-literates.

The above-mentioned newspaper, called "Rouze-now", prepared by the National Committee is sold for one Rial and is distributed through literacy teachers and centres.The Publication Department of the Literacy Campaign comes under the National Committee.

3. Fixed or mobile libraries for adult literacy campaign do not yet exist in Iran.

4. No such "book discussion" groups exist in Iran.

5. Retention of literacy is one of the research subjects which should be carried out in the future.

K. Continuing Education

1. A national centre is going to be established in Teheran for education and training of adults all over the country. This centre will aim to coordinate all the activities concerning adult education and literacy.

2. -

3. Evening classes are available for the neo-literates who wish to continue their education and obtain primary or first-cycle of secondary education certificates.

There is a TV farmer programme (diffused in urban centres) and some radio programmes are specially carried out for labourers at the national level (in urban and rural areas).

4. -

5. A very small percentage of neo-literates continue further education once they have obtained their literacy certificate.

L. Summing Up

1. Elaboration of Functional Literacy methodology due to six years of experimentation carried out by the joint project of UNESCO and the Iranian Government.

Following the results achieved, this experimentation is going to be expanded in other regions of the country through responsible ministries.

2. Major problems hampering the promotion of adult literacy could be considered as:

a) Lack of literacy conception in the whole educational system;

b) Lack of precise educational objectives in cognitive and affective domains;

c) Lack of inter-ministerial cooperation;

d) Lack of application of scientific methodology into educational process;

e) Lack of full comprehension of new concepts and related terminology of functional literacy and adult education by executives responsible for literacy campaigns. This requires translation of the international terms in adult education and functional literacy, and their assimilation into national and local languages.

Country Report

IVORY COAST

C. Administration of Literacy Activities

The organization and coordination of all activities undertaken in the direction of literacy fall under the competency of the Ministry for Youth, Popular Education, and Sports. There are now 150 literacy centres. In addition there are civic service centres reaching about 600 girls and 1,000 boys in two-year cycles. The Ministry of Technical Education also provides literacy classes for certain groups of workers.

As regards the private sector, mention should be made of a number of religious groups running literacy programmes and also of commercial firms which provide on-the-job literacy education for their workers (GONFREVILLE at Bouaké; SODEPALM and SALCI in the Abidjan region).

Although many of these activities of private groups and commercial firms are integrated into the literacy activities of the state, complete coordination has not yet been achieved. The Ministry, at its request, is kept informed by the programme organizers on programme content, programme development, and programme results.

A National Council for Youth Affairs and Popular Education was created by a decree of 24 November 1972. The Council has two sections, one for youth affairs and one for popular education. The latter will have the task of deliberating on adult education problems and planning consequent action. It will coordinate the efforts of various adult education movements in the interest of dynamic, integrated action.

D. Financing

Approximately 25 per cent of the national budget goes to education as a whole. From 3 to 4 per cent of the national budget is allocated to various ministries (Youth and Sports, Armed Forces, Social Affairs) responsible for adult education and literacy work.

Most of the financial support for adult education and literacy activities comes from the state.

The importance of literacy work is self-evident, and the public authorities are ready to increase their support of those programmes which have proved effective. The trend is upward. Plans are now under way to intensify the use of television in adult education programmes.

To date there has been little financial support for literacy education from outside sources. This is due primarily to the fact that the current literacy programmes have been launched on a very modest scale within national budget possibilities in order to avoid running the initial risk with outside funds. But an expansion of projects characterized by a sound mastery of methods and a capable teaching staff could now be effectively accelerated by foreign aid.

Literacy classes run at the official centres are free of charge. Learners attending programmes run by private groups pay a fee of from 100 to 300 francs a month. Teaching materials are provided free of charge for the first year. From then on the learners must pay for their teaching materials.

E. Teachers/ Organizers/ Administrators

The teachers of adult literacy are recruited primarily from the primary schools. The teachers of the literacy classes can be classified as follows:

- 100 primary school teachers
- 150 professionals trained to teach adult literacy
- 30 volunteers from various professions
- 100 agricultural extensionists
- 100 health teachers.

The primary school teachers teach adult literacy after their regular working hours and receive 500 francs an hour. The other teachers teach adult literacy full time and receive a salary ranging from 36,000 to 60,000 francs a month.

The primary school teachers are not specially trained to teach adult literacy classes. At the beginning of a literacy campaign, therefore, these teachers are brought together with the other teachers at a briefing course. Once a year after the campaign has been launched all teachers attend a refresher course together.

One programme for adult literacy teachers on the use of television in adult literacy has been set up in the Ivory Coast. Technical commissions are now studying the possibility of organizing non-school education on television. In addition, contact has been established with radio and with the Journal Fraternité Matin regarding the possibility of using this medium for literacy education.

The task of supervision falls to inspectors of youth and sports or persons with equivalent qualifications. Each teacher must keep a monthly record so that the inspector can follow the work of the course and the rate of attendance. These inspectors make frequent visits to the various centres.

The inspectors receive their training at the National Institute of Youth and Sports. The training can be upgraded during the period of service. Scholarships for overseas training in this field are provided by the German Foundation of Popular Universities. Three former scholarship holders now serve as inspectors.

An inspector has two main functions, the one administrative and the other technical. On the one hand he coordinates the activities in his district, sets up programmes, and supervises the personnel. On the other hand, he is in close contact with the offices in charge of teaching content.

F. Teaching Environment

Literacy classes are held from 6 to 8 p.m. on Monday, Wednesday, and Friday for workers. For women in urban areas classes are held every day from 8 a.m. to 12 noon and from 3 to 5.30 p.m. In rural areas the centres are open to the women every afternoon.

The industrial or agro-industrial centres in the private sector offer literacy training in the afternoon either at the working place or in classrooms.

It is quite evident that the teaching environment greatly influences attendance. Adults do not like to feel that they are attending school, and centres are therefore to be preferred to schools. But it is not always easy to provide centres, since funds for this purpose are limited. The Ivory Coast is now embarking upon a programme of construction of socio-cultural centres in the coming years which will also offer classes in adult functional literacy.

G. Pedagogical Approach

The pedagogical approach is dealt with in a case study on adult literacy for women. The problem of method is frequently closely linked to the person using it and to the degree of mastery of the skills involved. In the beginning it is necessary to use a traditional method which is immediately understood, namely, the syllabic approach closely related to writing. However, at a seminar for teachers held at Abidjan from 2 to 8 September 1972, the teachers were requested to use that method which best suited their special aptitudes, the content of a basic vocabulary having been established jointly according to the various social strata. The utilization of modern methods in literacy classes for women is gaining ground. They are also being introduced in the experimental centres which form part of the technical education system.

It having been realized that the learner should acquire that understanding and those skills which will enable him to fulfil his functions within the social order, the clear task is to fit in literacy training with his daily tasks.

An average of from 500 to 600 hours are required to bring an adult to literacy. This estimate may appear somewhat excessive but is explained by the fact that the language used in teaching is French. This is not the mother tongue of the learner, who must first spend half this time learning French.

No diploma or certificate is awarded to the new literate. In some cases, however, particularly courses for women, learners who have done very well are given a Certificat d'Etudes. Many adults who have completed a course continue their training in order to obtain this certificate, which can be of help to them in their job and perhaps bring about a promotion.

H. Teaching Materials

Teaching materials consist of a first primer, a second primer, and charts. A blackboard is used a great deal in the first year, of course, but the book constitutes the best tool of the teacher in transmitting reading skills.

It is difficult to be completely satisfied with these teaching materials, since they do not suffice to cover all the matter which can and should be taught. The first primers do suffice to teach the learners to read, but the second primers are very incomplete.

I. Research

Since the literacy activities in the Ivory Coast are not coordinated and continuous, it is not possible to follow one through to the finish and draw conclusions regarding methodology and results. One action has been followed by another without the subsequent one benefitting from the experiences of the previous one, reflecting quarrels between the various schools of experts typical of developing countries now in the first decade of independence.

Statistics of a general nature and statistics on class attendance are kept for the centres so that a general idea of their efficacy is available. But no research on a broad scale has been undertaken to date, since the personnel and the funds required are not at hand.

J. Follow-up to Literacy Education

Reading materials for new literates such as pamphlets and charts prepared by agricultural extension and popular education offices are available. But it must be admitteed that distribution is not efficient enough to ensure that those wishing to read have access to the material when they want it.

There are very few libraries, and very few new literates visit those that exist. It is necessary to organize post-literacy campaigns via the press and to publish special books for new literates. The danger of falling back into illiteracy is very great, if reading is not practiced. For example, the first group of adults who attended literacy classes between 1956 and 1960 and became literate can no longer read and write.

K. Continuing Education

Although literacy education has not always met its challenge successfully, it has nevertheless proved its worth as an important phase of the education movement. It provides that initial insight into knowledge which can open out to further knowledge and to a richer life.

There are no special schemes for promoting reading and writing and providing reading materials to new literates. In general those who follow a course further do so in order to be promoted at their place of work. They can then enroll at industrial education centres.

There is a great interest in the Ivory Coast today in non-school education and continuing education and socio-cultural centres are now being established for this purpose. They will have a social section for women, a literacy section, and a section for continuing education which is open to all. Facilities such as libraries, cottage industry and small industry workshops, and laboratories may all be used by the visiters to acquire skills in their particular field. Two centres, one at Port Bouet and one at Beoumi, are now under construction. Centres in other cities are in the planning stage.

The fundamental problem underlying adult literacy is a double one, that of materials and that of staff. A literacy teacher is not a teacher in the classical sense of the term. He must be a change agent capable of introducing a new dynamic into adult literacy efforts, a dynamic which reconciles an initial lack of basic education with the need for individual and collective development. These animators, conscious of their responsibility, can draw the attention of the public authorities to major projects which require financing.

In the report on the training of teachers of continuing education various solutions to the problems which the Ivory Coast is seeking to solve in connection with the development of non-school education are brought forward.

Country Report

MALI

A. The Need for Adult Literacy; Literacy Policy

Adult illiteracy was always considered a plague in Mali not only by the educationists who established the service for basic and literacy education but also by responsible politicians in this sphere. Therefore our planners and economists included literacy education in the first five-year plan (1962 to 1966). Since then no plan has been amended or developed without including literacy considerations.

Mali has always considered literacy education to be a very important tool of economic and social development.

Literacy education for adults is therefore integrated into all our national education plans. For the five-year period starting January 1974 the following objectives have been set.

- contribution to economic development in the form of functional training of the peasants;
- functional literacy education for 200,000 peasants from seven to 35 years old over the five years. It is estimated that 40,000 learners can be instructed every year;
- creation of six new zone offices and 52 functional literacy zones;
- rice project in Mopti;
- high valley project;
- fishery operation.

At present the funds available are definitely insufficient. Therefore the Mali Government is trying to solicit foreign assistance both with respect to personnel and financing.

Shortly before Mali gained its independence literacy education for adults was considered mainly as a way of supplementing insufficient primary schooling. But since the plan of 1967, which provided for the pilot project of functional literacy, it has been recognized to be a contributory factor of social and economic development.

The planning approach is based both on the individual and on society. Functional literacy education in Mali concentrates on the traditionalist peasant and on agricultural practices in order to assist the peasant in adapting himself to a modern society using more profitable techniques, as for example the use of fertilizer, the practice of crop rotation, the concept of yield per hectare, etc. As far as the Mali industrial worker is concerned it is not only a matter of improving the quality of the work accomplished and of increasing the profit, but of enabling the worker to be promoted. This is the case with the learners of the literacy centre of the company "Energie de Mali" (electricity sector) where some workers who entered the vocational training centre passed the skilled worker's examination.

As regards society the agricultural sector is the typical example for improving the production. Each economic development operation aims at having a functional literacy component. For the rice operation of Ségou and the peanut operation this has already been realized through FED and FAC financement respectively. The cotton sector and the Office of the Niger which have served as experiment during the six years of the pilot project financed by PNUD are at present searching for financial resources in order to be able to continue the operation in an integrated form.

Mali pursued a policy of literacy education of the masses in French since the creation of the general education service in 1961.

Since the operational plan signed in 1967 by PNUD, UNESCO and our country a selective policy was pursued by Mali which was oriented towards priority groups; thus the objectives of the project can be defined as follows: to offer functional literacy education to 100,000 producers of cotton, rice and groundnuts of the Bamako, Ségou, Sikasso, Kita, Mopti regions and to about 10,000 workers of industrial state enterprises of the secondary, tertiary sectors, including female workers.

Functional literacy is considered a vehicle for transferring practical knowledge of vocational, technical, and scientific training, of socioeconomic and health training, and of safety regulations at the workplace in a visualized form.

Definition of the illiterate: one who has not acquired the mechanism of reading, writing, and arithmetic, and who lacks technical or vocational knowledge.

For us, therefore, functional literacy is the comprehensive training of peasant farmers in specific sectors, selection being necessary in order to render such training effective and profitable within a short period of time.

B. Overview of Present Adult Literacy Education

At present the number of adults who attend literacy courses amounts to 70,000. The courses are accessible only to peasant farmers between 15 and 35 years of age. The demand always exceeds the supply, due to the large number of peasants in Mali and their interest in these courses.

Since functional literacy is considered as a part of socioeconomic development, literacy courses are carried through only in regions where development aid has already been initiated.

The number of male participants exceeds by far that of female participants. The men's age differs. The selective character of functional literacy policy aimed at the rural population is confirmed by the fact that it stipulates that the minimum age of pupils must be 15 and the maximum 35. Excepting the Koran schools which are attended by the Moslem part of the Mali population, no other literacy classes for adult learners exist in the country.

C. Administration of Literacy Activities

In the public sector the Ministry of National Education, Youth and Sports is responsible for adult literacy education in the country. Other ministries involved are the following:

- Ministry of Production
- Ministry of Public Health and Social Affairs
- Ministry of Information
- Ministry of Industrial Development
- Central Planning Authority.

The majority of relevant staff in the ministerial departments are specialists for occupational groups currently being approached or to be approached in the future. Their tasks are as follows:

a) elaboration of functional literacy programmes, edition of card indexes for use in the field of vocational training, stipulation of safety regulations at the workplace, and health education;

b) training of the heads of ZAP and teacher training;

c) information and supervision in functional literacy centres.

Adult literacy activities are administered separately from other adult education activities and from educational activities for children and adolescents.

The work of private groups such as the technical commissions of the Bambara, Peulh, Songoy and Tamasheck languages, Church groups, and the ENS Student Association play a decisive role in the national literacy effort. Within these groups a number of studies on the national languages for functional literacy purposes have been launched (alphabets, principles of transcription, elaboration of arithmetical and grammatical terms, etc.). Mention should also be made of the material and moral support rendered by the Church in its effort to encourage learners, teachers and functional literacy agents in the difficult task of helping adults hitherto denied the benefit of school education.

The activities of the private groups are completely integrated with those of the public authorities, under the sponsorship of whome these private groups have constituted themselves. They collaborate in the long-term programme set up by the authorities responsible for functional literacy policy, whereby the authorities act as coordinator. For the time being the activities of the private groups are restricted to the national level, although individual efforts are becoming increasingly noticeable at regional level, too, which is indeed promising.

D. Financing

The share of the national budget allocated to education as a whole (Ministry of National Education) amounts to 25 per cent, the amount going to literacy activities accounting for approximately 20 per cent. The sum spent on adult education is very difficult to estimate in view of the fact that it is shared by various ministries (i.e., of national education, production, information, and public health). At the request of directors of the regional literacy centres financial support may be provided by regional governors, county chiefs, and mayors. There has been a noticeable trend upward in public expenditure on literacy education over the past years. This development is consistent with the growing intensity of functional literacy activities.

In the field of literacy education Mali has always relied on the financial support rendered by official and non-official external sources. Ever since its establishment in 1961 the functional literacy service has been granted scholarships for teacher training purposes. It has also received large amounts of teaching materials from UNESCO. In 1962 AID financed the establishment of four regional literacy educational centres, including their equipment with audio-visual teaching aids. Within an agreement (1967 to 1972) concluded by Mali, UNESCO and PNUD, the latter contributed a sum of over $1,170,000. From 1965 to 1972 PAM provided valuable support by launching a food supply programme to help both teachers and learners. During the same period OXFAM donated 18 vehicles, valued at £100,000, to the functional literacy service in order to ensure the proper distribution of the PAM gift and the supervision of the centres. Mention should also be made of the support rendered by FAC (European Development Fund), which undertook to finance a five-year functional literacy project at Ségou.

In 1969 Radio Suisse Normande gave us 200 transistor radios so that we could equip our community radio rooms. Equally valuable is the assistance provided by various embassies such as the Embassy of Great Britain, which furnished us with three station wagons in 1965, and the Embassy of the Soviet Union which contributed two projectors, one cinebus, and 100,000 copybooks.

When in 1972 PNUD stopped making financial contributions, the national UNESCO commissions of the Netherlands and the Federal Republic of Germany stepped in and sent us two UNESCO coupons, one for $1,000, the other for $850. Negotiations are now under way to get help from the Canadian organizations such as ACDI (Canadian Agency for International Development) and SUCO.

No adult must pay to attend literacy classes. Participation is free for all inhabitants of a village where a literacy centre exists. The centre is equipped with local materials. Kerosene for the lamps and batteries for radio operation as well as all teaching materials are furnished free of charge by the functional literacy service.

The average cost of making an illiterate peasant literate is estimated at FM 9,874 = $17.8.

E. Teachers - Organizers - Administrators

The majority of the 2,471 literacy teachers stem from the same social strata as their pupils do. Relatively few are social workers and agricultural advisers. Most of the teachers teach on a voluntary basis. It should be noted, however, that the teaching staff employed in the Groundnut Project are treated as professionals, since the project leaders believe that literacy is an important precondition for education and training.

In accordance with guidelines elaborated by the heads of the regional centres, the volunteer teachers are selected either by a local committee or by the works council. They provide literacy training without remuneration. The only exception is the EDM enterprise, which pays the teaching staff of its literacy centre an extra salary.

The training of adult literacy teachers is subdivided into three phases:

a) Pre-service training

This training is based mainly on actual practice. For a period of five days the intending teachers are familiarized with methods of transferring knowledge and providing literacy instruction. Use is made of teaching materials, radios, tape recorders, photos, posters, and films.

b) Refresher courses

In view of the extremely short time available for the basic training of the volunteer teachers refresher courses, generally lasting for two to three days, are held every three months. They serve as a forum at which teachers, meanwhile looking back on several months of practical experience, can discuss their problems and analyze the mistakes they may have made in the course of the past three months. On the basis of these mistakes the directors of the regional centres or the ZAF heads demonstrate how the methods can best be improved. The directors are responsible for the basic training and refresher courses.

c) Continuing education

Continuing education is ensured by the Radio Education Section, which broadcasts five programmes per week on techniques for the different disciplines of functional literacy. The method of "radio-vision" is applied, which means that programmes are transmitted on subjects which are visualized by means of didactic material (posters, reading cards, arithmetic cards).

The number of teachers trained per year depends on the objectives to be reached and on the funds available. In the five-year plan the number of teachers to be trained is estimated at 12,960.

The Literacy and Basic Education Service is occupied with methodological research and applies it where it is needed. The National Pedagogical Institute deals only with school education, but within the framework of a reorganization which will lead to the establishment of a National Institute of Functional Literacy and Applied Linguistics, a pedagogical research division will be set up which will collaborate closely with the National Pedagogical Institute.

Supervision of Teachers

This task of supervision is conceived as an information and training programme for teaching staff at all levels. It is carried out by the heads of ZAF and directors of regional centres who are members of the functional literacy staff and by the officials of programmes for development, health, and social affairs, who may at any time visit the centres, take part in sessions, and inform themselves about problems.

Supervision is mainly the task of the heads of ZAF, who meet monthly with the directors. The heads are former students of the regional teacher training centres, former staff of extension centres, and former agricultural advisers. They take part in a special one-month course organized by the training section of the literacy centre prior to taking up their duties. This course consists of theoretical training followed by practical training on the spot.

Every year about 15 ZAF heads are trained for employment in the functional literacy programme of Mali.

F. Teaching Environment

Literacy courses are held in centres especially built for this purpose by the village cooperatives under the direction of the literacy committee. In the industrial sector literacy courses are held in the afternoon, sometimes during the work hours, as is the case in the COMATEX centre. Sometimes the classes are arranged as follows: one hour during work hours and one hour after work every day. In the agricultural sector the centres run courses directly after work and sometimes also from 8 to 10 p.m.

The location of the classrooms greatly influences the effectiveness of the programme. If they are too far away from the houses of the villagers, this may discourage the villagers to attend classes in the evening.

Attendance can be ensured, if necessary, by certain measures; for example, in the industrial sector part of the salary can be withheld.

G. Pedagogical Approach

Reading is taught by means of the mixed method. A poster shows a key sentence which leads to a key word, then to the sound and to the letter to be taught. This letter is then shown and read. Then the letters are reassembled (association of the new letter with letters already known) to arrive at other sounds, words, and the key sentence.

Syllables and words are simultaneously taught. The teacher presents a model of a written letter and the learners have to write it on the blackboard; in these centres the spaced script is used.

Arithmetic is also part of the functional literacy programme. For each sequence three classes of arithmetic are envisaged. This type of arithmetic is closely connected with technical vocational calculation; the mathematical concept taught is part of a progression on the basis of situations/problems.

In the industrial sector literacy courses of 600 class hours are organized as follows: 60 sequences (30 per phase) of five two-hour classes each; the classes are taught in French.

In the agricultural sector the literacy language used is the mother tongue of the learners. Results of a two-year experiment conducted in the seasonal centres of Fama, Sirakele and N'Kurala in the cotton area showed that because of this the course time could be reduced to 300 hours, distributed as follows: 30 sequences (15 per phase) of five two-hour classes. New organizational measures will be taken from 1972 onward in the agricultural sector which will lead to the implementation of intensive training programmes.

In order to guarantee the functional character of literacy education in Mali, each socio-vocational milieu has a specific literacy programme. In the industrial sector each state enterprise has its own programme, and in the agricultural sector each development operation has a specific programme.

Instruction takes place in two phases: first on the job (in the workshop, in the field, or in a business), where practical demonstration on measures, weights, doses, etc., takes place; second, in the centre, where the learners recapitulate what they have learnt, again by using the measuring instruments in order to better understand their practical use. The end of the first phase and the entire second phase of each of our agricultural literacy programmes is based on the same practical activities, i.e., filling in commercial cards and weight cards, calculating prices on the basis of the weight of the product and the price of a unit, etc.

In teaching reading a poster is used (vocational training, health training, child care, etc.) to show a key sentence which corresponds to the concept taught. The words to be written globally are taken from these key sentences. The teaching of reading and writing is thus not only combined but also integrated into general training.

In the industrial sector literacy courses are held in French, in the agricultural sector in the native languages. This has resulted in the transcription of four of our languages, namely, Bambara, Peulh, Songoy and Tamascheck.

We consider a person literate when he has taken part in a cycle of two phases and successfully passed the tests.

H. Teaching Materials

For the first phase the individual learners use cards, primers and ball-point pens in learning to read, write and calculate. The teacher uses cards for vocational training, civics, hygiene, health, safety regulations, and the use of time. The centre provides chalk, posters, mobile letters, measuring instruments, balances, a clock, and a pressure gauge (manufactured by the audiovisual section).

For the second phase the learners use booklets for reading and calculating, copybooks, ball-point pens, etc. The teacher uses booklets for vocational training, health education, etc. The centre provides blackboards, chalk, posters, measuring instruments, calendars, cards, etc., the latter varying in content according to socio-vocational interests.

The teaching material is manufactured by the production centre of the adult literacy service, which has several sections specialized as follows: training, editing, illustration, audiovisual aids, printing shop, press and radio, women's education, evaluation, distributing, and management.

The material which we have at present is adequate but covers only a limited period of training time (two years). It must be updated in view of new aspects above all in the agricultural sector, where extension work is continuously subject to change due to the introduction of new tools and crops.

The teachers have at their disposal the "guide de l'animateur," or teacher's manual; its version in the Bambara language is at present being prepared. This manual contains not only plans for lessons, but also information on bookkeeping, the creation and role of the literacy committee, the psychology of adults, etc.

The following audiovisual aids are used: radio, films (16 mm) and slides. Up until now we have produced seven films on literacy in the Ségou region having the following titles: "The Cotton Field of Kouloubali," "The Peanut of Mali," "The Water of the Well," "Do not Lose Your Water," "Light in the Village," and "Where Does Your Cotton Go?"

Five slide series concern the literacy education method in Mali, an itinerant exhibition, the peanut in Mali, the marketing of cotton, and insecticide application.

I. Research

In the Mali project the beginning of each programme and even of each next phase is considered to be experimental. In the industrial sector the five first sequences are evaluated in order to reorient before continuing with the rest of the programme. At agricultural level the programmes always begin with an experimental phase applied in a limited number of centres. At the end of this experimental phase the content of the materials and the method are amended. Of the 17 experimental centres, 12 have reached the second phase. In the peanut sector the experimental programme dealt with four motivation subjects treated in four sequences; the subjects had been suggested by agents of the peanut operation who know this milieu perfectly.

Experimental activities play an important role in adult education because they allow a better choice of content, better adjustment of the programme to the needs of the learners, and better planning of the level to be attained.

The evaluation unit is an integral part of the National Centre of Functional Literacy, which has the task of doing research on the various literacy programmes as follows: Extension of sociological surveys, preparation of motivational studies, testing the effectiveness of the various materials and didactic approaches, compilation of statistics on class attendance, dropout quota, studies on the process of learning how to read and write.

Apart from the UNESCO experts, who contributed to the launching of the pilot project, no foreign researcher has studied these problems in our country.

More research must be carried out on adult literacy education particularly as to the operation in Kita and Koulikoro, in the area of the Niger Office, and the area of the Sêgou operation. The research which is conducted at present is not considered adequate; it raises serious problems which are due to a lack of qualified personnel and funds.

J. Follow-Up to Literacy Education

Reading matter such as the "Kibaru," the Bambara version of the four-page rural newspaper which appears once a month, is made available to the new literates. Another reading material is the calendar, which contains not only the days and months but also small texts providing advice on agricultural problems or hygiene. This calendar is produced by the National Centre in operation with the staff of the development operations. The Church also publishes publications intended for new literates, such as booklets concerning the education of women, printed by the centre for women at Kolongo. "Kibaru" started with an edition of 4 000 copies, now increased to 8 000 copies.

This reading matter is far from adequate. The only material which is sold is the "Kibaru"; it costs 20 FM per copy, which is a subsidized price (it would otherwise cost 60 FM per copy). Particularly the new literate buys it, which means that the number of copies continues to rise. The state subsidizes the paper. The production of booklets for the education of women is financed entirely by the parish of Kolongo; they are distributed free of charge.

At present the new literate does not have access to libraries, since there are none, but a plan to create some has been elaborated. Reading matter at the level of the new literates as well as novels, storybooks, translations of literary works, specialized booklets on economic activities must be acquired; reading and radio clubs should be organized.

During their practical training, the teachers of the literacy centres, where the first new literates had had only primary schooling, discovered that those adults who had returned to their homes far away from the main villages had forgotten much which they had learnt; refresher courses have therefore been envisaged.

The main reason for this relapse into illiteracy is that these people, who are is~~olated from~~ urban centres, do not have the reading material needed to improve their minds. Another reason is that new literates, as soon as they return to their farms, tend to forget what they have been taught. This is not the case, however, in places where new methods and techniques have been introduced into rural life. In the urban centres evening courses can be organized to overcome this difficulty. In the country the only possibility is the literacy centre, where former learners register to start again from the beginning.

K. Continuing Education

Adult education in Mali is considered a special form of educational activities. There are educational programmes intended for adult illiterates in all of our development districts, extension and agricultural training programmes, sanitary education programmes, child care programmes, etc. Functional literacy, which is an integral part of these programmes and whose advantages the adults are now beginning to feel, is very popular among the villagers.

The new literate of the industrial area, where the language of literacy education is French, has at his disposal the vocational training centres; "Energie de Mali," for example, has its own vocational training centre offering evening courses based on school curricula. Other courses are organized by the National Ministry of Education. In the agricultural domain the only possibility at present are the radio programmes and the readers mail of "Kirabu."

L. Summary

In the field of adult education the most important programmes of the past years were the following:

a) a pilot project of functional literacy education having the objectives of:

  - strengthening and improving the operation of the national literacy centre as regards the production and distribution of literacy material
  - carrying out functional literacy education in order to increase the productivity of 100,000 producers of cotton, rice, peanuts and of about 10,000 workers employed in industrial enterprises of the state (secondary and tertiary sectors)
  - determining the best methods and techniques in order to obtain direct and advantageous effects on the economic development of the country as well as on the individual persons and their families.

  Experience gained from the project is of benefit in four spheres: production and distribution, the industrial subproject in the secondary and tertiary sectors, the agricultural subprojects, and assessment of cost and results obtained.

b) The creation of an alphabet for our four native languages (Bambara, Peulh, Songoy, and Tamascheck) and the use of two (Bambara and Peulh) as literacy education languages.

c) Creation of a rural newspaper for new literates: "Kibaru".

The functional approach as tested in this pilot project was introduced in 1970. There followed the gradual closure of all traditional literacy centres in Mali.

The pilot project permitted the development of a functional, problem-oriented, selective approach: functional because it is based on local realities at occupational level, with each socio-occupational milieu having a programme with corresponding content; problematic insofar as the programme brings up problems with which the workers are confronted in the various socio-occupational milieux and provides literacy material relating to these problems, to the needs of these workers under the aspect of technical knowledge with a view to increasing productivity and production; selective because this method only applies to those development areas with programmes for each socio-occupational milieu.

The following techniques are applied:

a) Conduct of a milieu study in order to indentify problems in the agricultural sectors.

b) Conduct of a job study for the same purpose in the industrial sector.

c) Use of the picture in form of a problem poster in order to relate the concrete to the abstract.

Organizational tasks are as follows:

a) The implementation of the programme in phases.

c) The creation of functional literacy zones which greatly facilitate the training of a large number of teachers as well as the supervisory work in a number of very important centres.

c) The launching of the CFI programme (Centres de Formation intensive).

Unfortunately the new literates tended to leave the villages, which gradually made it difficult to find teachers. In addition, there was the problem of the rural exodus, which meant that for several months the centres remained empty. In view of these problems the situation had to be analyzed; we had to learn our lesson from success and failures and to envisage new measures which allow us at the same time to continue with the programme and launch a consolidation operation. This is the purpose of the CFI programme. After 1970 the functional approach replaced the classical approach in Mali.

As far as innovations are concerned, we should like to integrate the national languages into school education in order to avoid a dichotomy between adult literates and their children who learn French at school, to translate administrative documents used in the rural sector into native languages (zones speaking Bambara), and to recruit ZAF officials from among the learners leaving the agricultural centres.

Literacy education in Mali is hampered by two obstacles: The first and foremost one is the lack of funds. With a number of adults which exceeds the number of children, whose schooling already makes up for 26 per cent of the Mali budget, it is virtually impossible to carry out literacy education work without foreign assistance. The second obstacle is the rural exodus, which raises the percentage of dropouts. With the initiation of the CFI programme we hope to improve the situation in this respect.

Appendix

KIBARU, a Newspaper for New Literates

1. Development of the Newspaper

It is the constant concern of Mali to promote all types of activity in rural areas. Since 1967, therefore, it has been undertaking with the aid of UNESCO a large-scale adult functional literacy campaign. The campaign has aroused great interest among the mass of the rural population and mong workers in the production centres.

As compared with 26 literacy training centres with a total of 1,040 learners in 1968/69, the National Centre for Functional Literacy was running 544 centres by 1970/71, and today there are 1,731 centres catering for almost 60,000 learners, all hungry for knowledge and keen to make the acquaintance of the modern world.

Reading material was needed to enable all these new literates to practice their new knowledge and also served as a link between the training centres and between rural and urban areas. Such a link had to take the form of a newspaper written in the language of those living in the country to provide them with news, advice on work and family matters, and entertainment.

And so since 1967, thanks to the National Centre for Functional Literacy, the Bambara language is now commonly read in Mali. The logical next step was to set this language down in a newspaper and gradually expand its circulation over an ever widening area. "Kibaru" is the newspaper founded for this purpose.

Unique in East Africa, this rural newspaper has the aims of providing reading material for new literates; assuring the permanent education of the rural population (practical advice on production, family matters, civics); keeping rural readers up to date with events concerning the locality, the nation, and the world beyond; creating a continuous dialogue between the civil service and the rural population; and helping assure the participation of the latter in national economic, social and cultural development.

What is involved is not simply the circulation of news reports; the main task is the bringing into being of a new countryman of judgement and balance who is hardworking and enjoys his work, who has the ability to produce and the means to do so.

Although "Kibaru" is intended primarily for the rural reader, it must also be made interesting for town dwellers, especially since the priority being given at production centres to literacy campaigns will result in large numbers of the urban population starting to read national languages.

In addition to learning the language, town dwellers who read "Kibaru" will also be informed on the many problems besetting the rural sphere and will thus be brought to realize the importance of this side of national life. A new awareness of the real situation should encourage all citizens to increase their efforts in their own particular fields, make sacrifices in aid of development and help improve the villages of Mali, which contain approximately 90 per cent of the entire work force.

In Mali there are at present more than 60,000 learners attending functional literacy training centres. The curriculum followed is divided into two phases of 30 to 35 weeks each. The first phase consists of preliminary vocational and socioeconomic education, and reading, writing and functional arithmetic. This knowledge is then consolidated during the second phase, which is a preparation for permanent self-education. Many learners have now reached the permanent education stage. They need an instrument such as a rural newspaper to give them reading practice. The importance of the rural press in a country like Mali, in which more than 80 per cent of the population is illiterate, is thus self-evident.

It is already noticeable that those learning how to read and write gradually shed their passiveness and undergo certain changes as regards mentality, behaviour and attitudes. There is no doubt that such learners read "Kibaru" with great interest.

The newspaper was established to inform and educate the 60,000 learners in the training centres, but it also aims to motivate and sensitize rural dwellers who are not yet attending the training centres for functional literacy but who want to emulate their fellows by reading "Kibaru" to their wives and children.

Because UNESCO had designated Mali a pilot centre for the creation of a rural press in East Africa, in 1970 the Government set up an interministerial commission presided over by the Cultural Councillor to the Minister of Information and composed of representatives of all ministerial departments and of specialist operations such as the Arachide Operation; Haute-Vallée; RIZ; CFDT (Compagnie Française de Developpement des Textiles); and BDPA (Bureau pour le Développement de la Production Agricole). They represent all sectors of national activity committed to developing the Mali economy to benefit the indigenous population. Considering that 90 per cent of this population work in agriculture, it is easy to understand the importance Mali attaches to the rural press as a dynamic instrument of economic and social development.

Having duly taken this factor into account, a rural press section was set up within the Ministry of Information. "Kibaru,", the organ of this press, is published under the direction of the Mali National Information Agency (ANIM) with the participation of departments, services, institutions, groups and individuals keen to promote the interests of the farmers, animal husbandmen, fishermen, and craftsmen of the countryside.

An editorial committee composed of delegates from all the key sectors of the national economy keeps a careful watch over style and content. Funds permitting, "Kibaru," instead of remaining a monthly, could eventually appear bimonthly, weekly, or even daily. The newspaper's correspondents are specialists from Mali and abroad whose contributions seek to explain their special subjects to the rural reader. They work at grass roots level in direct contact with the farmers, providing them with help and advice in their day-to-day work. "Kibaru" runs to four pages 25 cms x 32 cms. 75 per cent of its reports are related to the popularization of agriculture; the remaining 25 per cent comprise national and African news.

2. Imbalance due to Low Price

As the newspaper is produced mainly for farmers, great attention was given to matching the price to their incomes. This is why "Kibaru" sells at 20 FM (Mali francs) per copy i.e., 240 FM for all 12 copies of the year. Naturally this low price causes an imbalance between revenue and expenditure (printing and distribution costs).

Circulation has increased as follows:

March	1972	5000 copies
April	1972	6000 copies
May	1972	7000 copies
June	1972	8000 copies.

Most of these copies are sent to the six regional directorates of literacy training (Kita, Bamako, Koulikoro, Ségou, Dioila, and Koutiala). Monthly circulation could easily reach 10,000, if travel facilities were made available and if the paper had some means of communicating with its 45 local correspondents living in remote areas, who give their services free of charge.

The production, distribution and even survival of "Kibaru" now depend on the question of money and materials. From a modest start with the proceeds of the first number, "Kibaru" hopes to continue to expand and gain a wider hearing in the countryside.

Subscriptions had reached 200 by June 1972, four months after the newspaper's first appearance, and have continued to grow. The readership has rapidly widened, as is shown by the letters received from the remotest villages of Mali as well as from other African Countries, America and Europe. There are new subscribers in the United States, France, Argentina, Ivory Coast, Senegal, and Upper Volta.

The copy is written, selected and edited either in French for subsequent translation or directly in Bambara by the permanent staff, the editorial committee, and the correspondents. The staff, who are officials of the Ministry of Information and of the National Centre for Literacy, is composed of five persons: the Publication Director, the Chief Editor, the Editorial Secretary, a typist and a translator.

Layout and presentation and a part of the translation are carried out at the editorial office. The National Centre for Literacy supplies the illustrations and some of the translations. The photographs are provided by the National Information Agency, of which the Director is simultaneously the Director of "Kibaru," and the printing and folding is in the hands of Editions Imprimeries du Mali, a state-owned company.

Packing and dispatch are handled by the ANIM administration section, the Department of Posts and Telecommunications, private transport, regional correspondents, and paid agents.

The material contained in the newspaper comprises correspondents' reports, articles sent in by the heads of regional directorates and by individual literacy training centres, readers' letters, which on average arrive at the rate of two a day, and articles written by the editorial committee, which is composed of members of the Ministry of Information, the Ministry of National Education, the Ministry of Production and of technical personnel of the Public Health and Social Services.

3. Difficulties encountered by "Kibaru"

Since its first appearance on 10 March 1972, "Kibaru" has struggled unceasingly against all kinds of difficulties. When it was founded it did not even possess any premises, not to mention materials. Apart from its photo-viewing table, conference table and ten plain wooden chairs, everything now at the disposal of "Kibaru" is the property either of ANIM or of "l'Essor." The photo-viewing table was ordered because the staff had previously had to use the table at the National Centre for Literacy. This was always in great demand, and so it was necessary to wait and to make up the pages only one at a time. There were also transport difficulties. A table and chairs were also needed for the meetings of the editorial committee. It was regrettable to see the contributors, who all gave their services free, having to balance their papers and writing pads on their knees in order to take notes or write their articles. Even though a suitable table has now been purchased, much still remains to be done.

Transport and Communications

The paper has no vehicle and no telephone. The high costs of printing and postage do not allow it to maintain regular contact with its correspondents. Radio is not always the solution because for one reason or another the correspondents may miss the Friday transmission. Letters therefore have to be sent through the mail at a cost of 70 FM each. To write to around 40 correspondents would be to incur even more expenses, not to mention the cost of sending the replies back to Bamako.

Management and Equipment

Matters have become easier since the management of "Kibaru" passed to the Secretary of ANIM, who also manages "l'Essor." However, an IBM composer, a typewriter, and a titleprinter are still needed before "Kibaru" can move away from the Ministry of Information. In any case it would be advisable to endow "Kibaru" with the minimum of equipment essential to its production so as to spare staff the tiresome necessity of having to go from the National Centre for Literacy to the Ministry of Information to the printers.

Personnel and Collaboration

The work could be carried out very quickly if a translator were added to the existing staff. This would also avoid the need for all the trips over the National Centre for Literacy to collect translations. The present situation would be acceptable if translation were carried out promtly, but the paper will never appear on time while it takes a week to get the four pages translated and a further week to get the translation typed up. It is worth underlining in this connection that the time factor is very important in the production of a newspaper eagerly awaited by thousands of readers.

Covering the Costs, Distribution

If the costs were covered as they should be, "Kibaru" would not be experiencing so many difficulties. After all, how can bills be paid and materials purchased if revenue is not even sufficient to pay the printers? A meeting of regional heads of literacy training to define the situation is therefore indicated. Regarding distribution, new outlets must be controlled, otherwise nobody can possibly know what is happening to the extra copies involved.

4. Prospects

It is planned to offer wholesalers and retailers in rural areas a 10 per cent sales commission in the immediate future. This policy has proved essential in order to progressively increase circulation in those areas where literacy training is already in full swing.

Improving the quality of reproduction of the photographs is one of our current occupations, and to this end we are trying to obtain the necessary screens. We are likewise keen to improve the content and presentation.

We intend to develop closer contacts with Rural Radio, l'Essor" and the National Information Agency. In this connection we are planning a weekly column in "l'Essor" to be entitled "From the Rural Press." The column will include items on all topics covered by "Kibaru." At the invitation of the broadcasting authorities, we will also be collaborating on a project to set up radio clubs throughout the country. We also intend to create a club of "Kibaru" readers. The aim of this club will be to break down the barriers between town and country and it will also serve as a means of introducing "Kibaru" into the schools, since the majority of members will be schoolchildren and students.

With the cooperation of the Mali Publicity Agency, we plan to publish public notices and announcements to serve readers' interests.

5. Administrative Situation

The Memorandum of March 1972 on the Mali rural newspaper project calculated that the unit cost of production would amount to 17.50 FM.

Several new factors had arisen by the time the second number was produced (15 April, 6000 copies). The costs broke down as follows:

FIXED COSTS (personnel)

1. Ministry of Information

Chief Editor	1 month	42,000	42,000
Editorial Secretary	1 month	42,000	42,000
Typist	1 month	15,000	15,000

2. Department of Functional Literacy Training

Translator	2 weeks	38,000	19,000
Typist (Bambara)	1 week	55,000	13,750
Assistant Typist (Bambara)	1 week	11,000	2,750
Compositor	1 week	30,000	7,500
			141,500

VARIABLE COSTS (according to number of copies printed)

Printer's bill for 6000 copies of Kibaru No. 2

1,620 sheets of alpha satin paper	23,850
Laboratory, films, plates	18,250
5 hours of offset printing	27,500
	69,600

DISTRIBUTION COSTS

Postal dispatch and delivery of newspapers	6,000

RECEIPTS (forecast)

urban sales (5 FM rebate)	1,000 at 15 FM	15,000
subscriptions from literacy training centres	4,400 at 20 FM	88,000
complimentary copies	600	
	6,000 copies	103,000 FM

Total Cost Price

Editing, translating, composing	141,500
Films, plates, paper, printing	69,600
Distribution	
	217,100

Unit price: 36.20 FM

REAL COST PRICE

As the Ministry of Information and the Department of Literacy Training pay the personnel, the real unit cost may be calculated as follows:

Films, plates, paper, printing		69,600
Distribution		6,000
	6,000 copies	75,600

Unit cost: 12,60 FM

SUMMARY

1.	Costs (total cost price	217,100
2.	Revenue (expected sales)	103,000
	Loss	114,100

Revenue covers 50 per cent of the costs.

CONCLUSION

Detailed accounts will be kept of subscriptions. A cost and revenue calculation is prepared for each number.

Assuming all copies are sold, the 114,100 FM loss is offset by the Ministry paying the salaries of the administrative personnel.

Country Report
NIGERIA
(Short version)

A. The Need for Adult Literacy; Literacy Policy

Although some parts of the Federal Government of Nigeria can boast of 50% to 60% literacy in either English, Arabic or one of the local languages, adult illiteracy is still considered a major problem in economic, social and political programmes by educators, economists, social scientists, political leaders, demographers, industrialists, and even by religious leaders. This is so because of the estimated 60 to 70 million people, only about 30% are literate.

Until recent years, adult education was given as education for its own sake. Increasingly, however, the idea of functional literacy including reading, writing, health education, nutrition education, and education to improve the socio-economic status of adults is gaining ground. One of the practical examples was an experiment in which a group of 400 tobacco farmers in Oyo North of the Western State of Nigeria received a 20-month functional literacy programme conducted between 1966 and 1968 by the Department of Afult Education, University of Ibadan. There were 20 centres (10 experimental and 10 control classes). The experiment showed that "there was a remarkable change in the attitudes and skills of the experimental group and that members of the experimental group produced better quality tobacco, realized higher incomes and were able to read and write".*

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* See Tomori, S.H.O, "Aims, Successes and Failures of Mass and Functional Literacy" in Okedara, J.T. (Ed.), Report on the First National Seminar on Functional Literacy, Ibadan, 23 - 27 Aug. 1971, pp. 25 et seq.

In some quarters, literacy is also regarded as remedial education, especially for early primary school drop-outs. Besides, it is regarded as a mark of higher sophistication and enlightenment socially and economically.

Although persistent efforts are being made by both the Nigerian National Council for Adult Education and the Federal Commissioner for Education, the country is yet to adopt a clearly stated national literacy or adult education policy.

B. Overview of Present Adult Literacy Education

The number of those currently attending literacy classes in the country is unknown. Many who need and want literacy education cannot have it. Hence, a system of a National Corps of Adult Education Tutors is being proposed. It is intended that the Corps should be made up of "all existing school masters, all university students during their vacation periods, and as many persons within the high and the intermediate manpower levels as may be willing to participate".

Literacy classes are more clustered in the urban areas. According to the 1971 Literacy Day Competition, the South-Eastern State had the highest percentage of literacy students. However, greater efforts seem to be noticeable in the six Northern States. In Lago, Western and Mid-Western States, efforts are geared towards remedial and continuing education, preparing students for the primary and secondary school-leaving certificates and for university admission examinations.

As to the comparative ratio of women and men, figures available indicate that more women attend classes; but in continuing education programmes, the reverse is the case. Although it is not unusual to find men and women over 40 or 50 in classes, the ages of most of the students range between 15 and 40.

There are no statistics on how many become literate without actually attending classes. But sometimes, parents use their children as teachers. Also, in some churches, there is a policy of "each one teach one", a sort of competition, each member producing a literate within a year.

C. Administration of Literacy Activities

In the public sector, the Ministry of Education and Community Development, or in some States, the Ministry of Economic Development; and in others, the Ministry of Information are responsible for adult literacy education. Apart from teachers, civil servants and other educated people are employed on part-time basis. Education Officers or Community Development Officers are usually in charge of organization and administration of the classes. They also administer qualifying tests and award literacy certificates.

Increasingly, adult literacy activities are being integrated with health and nutrition education and general public enlightenment. However, they are administered separately from education for children and adolescents.

Religious groups and private commercial firms, especially the former, have well-organized literacy classes. Indeed, religious groups pioneered the whole literacy and formal education efforts in Nigeria. At present, some religious groups have National Directors of Adult Education. Labour unions have just begun their own literacy education efforts. Unfortunately, efforts of the various groups are not yet integrated with those of public authorities. Perhaps the only ray of hope in this direction is the three-year old Nigerian National Council for Adult Education which draws its membership from Government Ministries, the Universities, the mass media, religious bodies, libraries, business and industry. The Council holds annual conferences of three to four days' duration. It works in close collaboration with the Nigerian National Commission for UNESCO which is a part of the Federal Ministry of Education. Some State Branches of the Council have been established and it is envisaged to establish a Branch in everyone of the twelve States in the Federation. Apart from annual conferences, the National Executive meets about twice a year.

D. Financing

According to the current National Plan (1970 - 1974, now extended to 1975), the total allocation in adult education is £ 0.730 million (i.e., less than £ 3/4 million). In the Plan, the following allocations to primary, secondary and higher education are made respectively: £ 31 million, £ 34 million and £ 38 million (one pound is about US $ 3.00). Adult education therefore has about 1.9% of the total for all forms of education. Taking provision on other aspects which could be regarded as adult education into consideration, Professor Lalage Bown obtained 2.6%.* The total budget for the Plan Period is £ 1,595,8 million. Of what significance, therefore, is an amount of £ 0.730 million.

It must be noted, however, that the Lagos City Council (and since the creation of States in 1967, the Lagos State Government), the Kano Local Authority and a few other municipal councils budget for literacy and other forms of adult education. Since the creation of States in 1967, the trend has been upwards. As in other aspects of development, there has been greater emulation of one another among the States.

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* Bown, Prof. L, "The Education of Adults and Social Change", ABU Public Lecture Series (Ahmadu Bellow University, Zaria, Feb. 15, 1972)

Among non-governmental organizations, religious groups, followed by commercial firms and women's clubs provide the available financial resources. Actual amounts are, however, not known.

Much of the external aid for literacy education is received though religious groups in form of personnel and equipment, and labour unions, in form of grants. Assistance available to the Government in form of equipment and research come from UNESCO through the Nigerian National Commission for UNESCO. Although services are normally paid for directly by the donor agencies, much of the aid can be quantified.

All adults normally pay token fees and they purchase their own materials. Often, these materials and the classes are heavily subsidized by Government or the sponsoring agency or agencies.

No reliable estimate or the average cost of making an adult literate is available. Most classes run for three hours a week for four months; that is, for 48 hours. Teachers are paid only token honoraria of about 25 kobo to ₦ 1.00 (about US $ 0,4 to $ 1.5), and students pay only token fees of about ₦ 1.00 per course. Administrators receive monthly salaries which differ from State to State, Government and commeraial firms paying much higher salaries than voluntary organizations.

Compared to the cost of achieving permanent literacy in a schoolgoer through the primary school system, I would put the estimate at 25% at the highest. Several factors are responsible for this very low cost. Among these may be mentioned the shorter time it takes the adult (in Lagos, the average adult takes about 3 years instead of the normal 6, to pass the Primary School Leaving Certificate examination), and the low honoraria paid to the teachers. Also, some of the physical facilities used belong to the formal school system.

E. Teachers/Organizers/Administrators

About 60 per cent of adult literacy teachers are primary school teachers. Others are literate workers in the civil service or self-employed persons such as traders, and workers in the corporations, commercial firms, etc. With the introduction of functional literacy, workers in agriculture now cooperate in organizing classes. Volunteers are many in classes organized and conducted by religious groups. Students' efforts are minimal, the only case known to the writer was a spasmodic effort made by a group of students from the Yaba College of Technology, Lagos. The effort was short-lived, and it is doubtful whether they produced a permanent literate.

Training for adult literacy teachers in adult psychology and adult education techniques is minimal. A majority receive no special training. Pre-service training, if any, may consist of a survey lecture. The same is true for in-serice training. Some organizations, however, arrange good refresher courses of three to six days for selected teachers and administrators who would be expected to teach other teachers in the field. Again, the number of those who go through such training annually is very small. Perhaps the chief cause of this is lack of teachers qualified enough to teach adult education methods and techniques. Adult literacy education is not included in the curriculum of teacher training institutions. This is one of the "battles" the Nigerian National Council for Adult Education is fighting to persuade the Government and the institutions concerned of this urgent need.

During the last year, the Extension Services Division of Ahmadu Bello University has started the use of radio and T.V. and the Department of Adult Education has, to a lesser extent, also used radio and T.V. to provide in-service direction to literacy teachers, with particular reference to functional literacy.

In 1965, the Department of Adult Education of the University of Ibadan began a two-year Diploma course in Adult Education and Community Development, and Ahmadu Bello University in Zaria is planning a one-year certificate course. Teacher training Colleges do not provide such training. Some unions such as the United Labour Congress of Nigeria have well-organized programmes lasting from two to six weeks. These are organized and conducted by the Trade Union Institute for Economic & Social Development, sometimes in cooperation with the Continuing Education Centre of the University of Lagos. Occasionally, some State Governments send some of their Officers to Manchester (in the United Kingdom).

Ibadan produces an annual average of 30, and those trained abroad may be about 5 a year on the average. The pity of it is that most of those trained in Ibadan have had to return to primary and secondary school teaching, having failed to get any employment in adult education.

F. Teaching Environment

Most of the literacy classes are held in schools. Some are held in churches and community centres, while those conducted by commercial firms are held at the factories. Prisoners are taught in the prisons, and a few instances of special centres for adult education exist e.g. the Trade Union Institute in Lagos.

Classes are normally held in the evenings. However, some are conducted on intensive basis lasting for a few weeks.

Although there is no evidence backed by empirical research, it must be mentioned that many of the classes operate under very poor physical conditions; adults use chairs meant for primary school children, teachers who have worked during the day may come to the classes tired and unprepared; and often, lighting conditions are inadequate.

G. Pedagogical Approach

Both reading and writing are emphasized and where the adults are expected to take the primary school leaving certificate examinations, mathematics is considered part of adult literacy education. Due to lack of teachers in the "new" system, the "traditional" method is still used.

The average number of hours required for making a person literate is 48 hours; but it is assumed that to prevent a relapse into illiteracy, follow-up materials must be provided and used.

Teaching programmes vary from State to State and from agency to agency.

Many of the programmes do not include practical activities. But where the functional literacy idea has been accepted, various aspects of social and economic development are incorporated into the programmes. Indeed, many primers and audio-visuals locally prepared are now available for this purpose. Thus, such programmes integrate the 3 R's as well as health, nutrition and citizenship education.

Literacy is normally taught in the local language. But where a local language covers only a small area, the local people themselves often prefer to be taught in a language of wider use. Efforts continue to be made (especially by the Institute of Linguistics, Zaria) to provide scripts for more languages.

Each State and each agency has standardized procedures for deciding new literates. Often, it is an examination prepared by officials of Government. Literacy certificates are normally awarded to successful candidates.

H. Teaching Materials

Printed materials are prepared by Government Ministries. But in programmes sponsored and conducted by voluntary agencies, such bodies often prepare their own primers and audio-visual materials. Religious bodies often prefer to do this. Generally, printed materials vary according to groups of learners.

In some of the States, teaching materials are fairly adequate. But even in such places, the "traditional" type will need to be replaced by those based on the "functional literacy" idea. In most of the programmes, teachers' guidebooks are either non-existent or inadequate.

The following audio-visuals are used in the teaching of adult literacy: radio, television. Both are just been introduced. Very occasionally, films, filmstrips, and slides are used.

I. Research

Functional literacy is still in an experimental stage. Already, some of the Universities have completed what may be regarded as successful experiments. Among such experiments was a 20-month experiment carried out among 400 tobacco farmers on Oyo North, Western State of Nigeria (referred to above). The experiment was jointly sponsored by the Nigerian Tobacco Company and the University of Ibadan.

Much still needs to be done on research bearing on literacy programmes. The Universities have just begun with sociological surveys, cost/benefit studies, and testing the relative effectiveness of various teaching materials and approaches, as well as preparing reading and teaching materials. Occasionally, private firms and

Government Ministries collaborate. Some of the Government Ministries have fairly reliable statistics on class attendance and drop-outs. But because of lack of coordination among the various agencies, it is difficult to get accurate statistics for the various States. Research in the various areas needs to be conducted at State level. At present, this is not possible owing to lack of trained personnel, lack of funds (and facilities), and lack of National Coordinating Agency such as a National Commission on Adult Education or a National Institute of Adult Education with full-time staff.

J. Follow-Up to Literacy Education

In some States, reading materials are available for new literates. But even in such places, these materials need to be more properly graded. Vernacular newspapers are also available in some areas, but more still needs to be done. Reading materials (books and pamphlets) available are usually heavily subsidized so that the prices may be kept within the means of the new literates. Such subsidies come from the State Government or from the religious agencies or cooperating commercial firm. Greater emphasis needs to be paid to this matter of follow-up materials and research.

There are fixed libraries in the urban centres and mobile libraries and community "reading rooms" in some rural areas. What is more serious is the unsuitability of most of the books for new literates.

Special schemes for promoting reading and writing and providing reading materials to new literates are few, if any.

Though not properly quantified, there is evidence that relapse into illiteracy is a problem among primary school leavers (especially those from non-fee paying schools) and former participants in literacy classes for

adults. Lack of use is perhaps the commonest reason for relapse. Also, some have not really become confident, permanent literates at the time their "education" stopped.
To combat the problem, some agencies now spend longer time to ensure permanence. Already, some States provide remedial education for school drop-outs and primary school leavers.

K. Continuing Education

In Nigeria, adult literacy is not only regarded as an integral part of adult education; it is given greater emphasis. In some parts of the country it is equated with adult education, and the real concept of adult education which goes beyond literacy education is just gaining ground.

Various Ministries provide extension services for illiterate adults. Radio broadcasting is also used for this. No studies are available on the relationship between the educational programmes provided for illiterates and their attendance at literacy classes. But because of the emphasis on development and the challenges often contained in such programmes, the writer is of the view that such programmes would tend to encourage attendance of more illiterate adults at literacy classes.

Increasing continuing education facilities exist in some of the States. These take the form of classes based on modified primary school curriculum with particular emphasis on reading, writing, and mathematics. For those who have completed this level, such States also provide secondary commercial and and academic subjects and some now provide more advanced courses leading to University entrance standards. In some parts of the country, facilities for supervisory and middle-level management education is also available in polytechnics or colleges of technology. For most of these programmes, the curriculum designed for the formal school system is used.

In some States, there are special programmes for traders and small businessmen. There are also classes in home economics, childcare and nutrition. The few correspondence courses available are conducted by private commercial firms.

Most means of continuing education available to new literates are free; where they are not, only token fees are charged.

Although no records of the percentage of adults who pursue further education once they become literate are available, the guess of the writer is that in Nigeria there is still a feeling of "graduation". While adults may try to attain permanent literacy for possible economic, social or political advantage, those who care to pursue more education are not more than 20%. These are likely to be in the cities where post-literacy classes are available. Most of the continuing education programmes available are in form of public enlightenment on radio and TV. In most parts of the country, continuing education facilities are nil. Where they exist, demand far exceeds the supply.

L. Summing Up

The country's major accomplishment in literacy education in recent years may be summed up as follows:

a) The formation of the Nigerian National Council for Adult Education (1971);

b) The organization of annual functional literacy seminars;

c) The changing concept of literacy education to include functional literacy;

d) Greater coordination of efforts among literacy education agencies. including the Government;

e) The introduction of more modern techniques such as audio-visuals and the publication of more follow-up materials;

f) Annual successful celebrations of the World Literacy Day;

g) A growing consciousness of the need for continuing education.

The functional literacy approach and the holding of seminars and conferences have proved most beneficial. Annual conferences and seminars of those interested in adult education should not only continue. Published Reports of such meetings will be of great help to teachers, organizers and administrators of adult education. There should also be more magazines. More trainers' workshops and special induction courses for teachers of adults should be organized. More use should be made of audio-visuals.

Among desperately needed innovations is the introduction of adult courses in all teacher training colleges and University Departments of Education.

As an interim alternative, efforts should be made (but qualified staff must be available, and these could be recruited from graduates of the Ibadan University 2-year diploma course) to conduct short courses lasting three to five days for students in teacher-training colleges and upper classes of secondary schools as well as for selected military personnel throughout the country. The teachers of these courses will be "itinerant adult education teachers", going from college to college and from town to town. Subjects to be taught should include amongst others: The Psychology of the Adult; Why Adults Learn; Adult Education Methods and Techniques; Literacy Methods; and the Use of Audio-Visual Aids.

Also, there should be specially planned vernacular and simple English-language newspapers. To start with, there could be one in English and one each in Hausa, Igbo and Yoruba. As more funds become available, more of such newspapers may be established, and arrangements could be made with one of the larger circulating national newspapers to have correspondence through the newspaper. Where practicable, this could be supplemented with radio and T.V.

The main problems hampering the promotion of adult literacy are:

a) lack of an effective system of education. Responsible for this may be the absence of a realistic national philosophy of education in which education is made relevant to the needs of the people. The wrong priorities are therefore set. Included in this is the fact that adult education is yet to be regarded as an integral and vital part of the education system;

b) lack of financial resources;

c) lack of personnel specially trained for adult education work, and the fact that often there are square pegs in round holes. The teaching and administration of adult education are, therefore, often below the necessary standard.

d) Absence of a Division of Adult Education in the Federal Ministry of Education. Allied to this is lack of a national coordinating machinery such as a National Adult Education Commission.

It is the writer's view that with a properly functioning National Commission or Board with well-defined and broadly based objectives, planning, research and execution of programmes can be taken care of, provided of course, that adequate funds are available; the administrators of such a Commission or Board must also be knowledgable in, and committed to adult education. The Board, it must be added, should be an autonomous body, not part of a Government Department or Ministry. The Board may also set up the much-needed National Institute of Adult Education which will engage in research and teaching.

Country Report
SOMALIA
(Short version)

Introduction

The need for adult literacy was felt ever since the country attained its independence. But its materialization and practical implementation was hampered by the absence of a written script for the Somali language, and by political consideration: a large percentage of the population were demanding an Arabic script which they felt was more relevant to their religious sentiments; an influential minority regarded the adoption of the Latin script as a necessary choice; while yet a third group advocated a native script.

Since the assumption of power by the present regime, adult literacy education has become an issue of national interest and has taken a position of first importance in our priorities, to the extent that the President felt it imperative to proclaim a literacy campaign on a national basis. The present government feels that this programme could only be achieved by concerted effort involving all ministries and public agencies.

The adult literacy campaign is a two-phase programme. The first phase, which started on 1 April 1973, aims to lay a solid base for a literate population; the second phase aims to initiate a programme of skill-training and citizenship education. Unlike the adult education we provided in the past, the present programme emphasizes functional literacy: adult education has to be job-oriented and environmental, rendering the basic needs of a rural and nomadic society.

A. The Need for Adult Literacy

1. Adult literacy is considered a major problem by educators as well as policy-makers.

2. We consider literacy education a prerequisite for economic and social development; it aims to create an informed population, a population that is aware of its needs and that could contribute towards building a developed socialist society..

3. The aim of literacy education is to create the necessary skilled man-power for a developing society. Although literacy education caters for a wide population that was previouslytotally deprived, it also aims to supplement insufficient primary schooling.

B. Overview of the Present Adult Literacy Education

1. The number of participants attending literacy classes is 217,257. There are more women than men; about 70% are women; and over 71% fall within the age group of 15 - 35; about 10% are over 45. The poor male attendence is attributed to the following:

- Traditional norms discourage the mixing of the sexes;
- Since women were previously confined to homes, adult literacy classes have given them an opportunity for outing;
- Comparatively, women are overwhelmingly unemployed, and hence the literacy classes give them occupation.

2. In general classes are available for all. In the rural areas teachers and materials (pencils, blackboards, visual aids) are often inadequate.

3. Adults acquire literacy skills outside classes, but their number must be small and cannot be quantified. Such classes are not integrated with those of the public authorities.

C. Administration of Literacy Activities

1. The government is responsible for adult literacy education; all ministries are major participants. The Ministry of Education's extra involvement in this programme is only in the way of laying down the curriculum and suggesting textbooks and other educational aids.

2. There is a National Committee for Adult Literacy Education. The Committee consists of three Vice-Presidents, three Secretaries of State and nine professionals. It is chaired by one of the Vice-Presidents and meets once every three months. The Committee lays down policies and mobilises financial aspects of the programme. A nine-member Committee known as the Implementation Committee branches off of the above Committee. This Committee consists of educators and civil servants heading important ministries and public agencies (State Printing Agency, Broadcasting Service, Finance, Transport, National Curriculum, Press) and is chaired by the Secretary of State for Education. It is responsible for carrying out policies and coordinating activities. This Committee meets once a fortnight. In all the regions of the country there are Committees for the Implementation of Adult Literacy Education. Such Committees are presided over by the Regional Governors. An exact replica of this Committee is in function in districts, villages, and the various quarters of the major towns (see accompanying chart on page 291).

D. Financing

1. 7% (27,894,00/= out of 396,146,00/=) of our ordinary budget and 10% (31,421,030/= out of 325,031,050/=) of the development budget is allocated to education.

Since the literacy campaign has begun after the yearly budgetary allocations, we have this year ear-marked only 2,000,000 shillings for this purpose. However, adult literacy education is run on self-help basis. Since the Government feels that it could not finance a project of this magnitude from its limited resources, it has created a spirit of self-sufficiency and self-reliance. The general public is made aware of the importance of education, and the need of their participation in the materialization of this aspiration. As a result, the public contributed to the realization of the whole project; they built classes, voluntarily gave their buildings as classrooms, and contributed money. The Government provided books, blackboards, chalk, and registers, and subscribes to lighting; it also undertakes supervision and inspection.

2. The only outside aid we receive is a small aid from the German Adult Education Association. The aid, including the stipends for the German expatriate experts, amounts to 700,000/= peryear. This bilateral aid will come to an end by the end of 1975.

3. Adults pay no fees to attend literacy classes. However, they buy their books and teaching materials.

4. The average cost of making an adult literate cannot be estimated. But the government expenditure on education per pupil per year is 475/=.

E. Teachers/Organizers/Administrators

1. In the present literacy campaign, literacy classes in towns are taught by:

- students, sixth grade intermediate to fourth year secondary (about 60);
- teachers and civil servants (about 30%);
- general public volunteers (about 10%).

There are plans to engage teachers in Quranic schools after they have received short training. The whole of the Ministry of Education teaching force (a total of 2,503) are engaged in the Adult Literacy Campaign.

2. None of those teaching participants get paid for the service which they render.

3. Training for literacy teachers is not yet well established. The National Adult Education Service organizes courses for about one hundred participants, but not all of them are used in full-time literacy programme. Adult literacy does not yet appear in the curriculum of teacher training institutions.

4. The radio and the press give out lessons to the adult learners. They also give instruction and guidelines to literacy teachers. These are given daily in the radio and are published in the press. Experieneed teachers give lessons on methods of teaching to literacy participant teachers in their locality once a week.

F. Teaching Environment

1. Literacy classes are held in orientation centres, people's homes, garages, schools, places of work, open air, public halls and gardens.

2. Classes are generally held between 4 p.m. and 10 p.m. for six days a week (Saturday to Wednesday). A certain number of housewives are given lessons ins the morning in the orientation centres.

G. Pedagogical Approach

1. In teaching we use the synthetic method. However, we are starting, as an experiment, two classes, one following the synthetic method and the other the global method. Subsequently, the same two teachers will start two new classes for the same duration. Each one of them will follow the method used by the other in the

previous classes. Their result will be compared in order to find which method produces quicker results.

2. In principle, reading and writing are equally emphasized.

3. Mathematics is not taught in the present literacy classes, but it will be given in the second phase.

4. An adult is considered to be permanently and usefully literate after he has had a course of three months, in which he has received instruction for 1 1/2 to 2 hours a day. This course will be followed by a programme which is tailored to the needs of a new literate over a period of two and half years.

5. One teaching method is used throughout the country.

6. Literacy education consists of two phases; in the first we give the rudiments of reading and writing, and in the second emphasis is on the acquisition of skills: improved agricultural practices, animal husbandry, child care, nutrition, family planning, general hygiene, citizenship education, etc.

7. At the end of the three month course a certificate will be issued based on the result of an examination.

H. Teaching Materials

1. Adult literacy teachers use few books prepared either by the National Adult Education Service or by the Curriculum Office of the Ministry of Education. They also follow lessons broadcast over the radio and published in the press. However, these books proved to be ambitious for beginners.

2. The National Adult Education Service has prepared some handbooks for literacy teachers, films, and film-strips are under preparation by the National Adult Education Service.

I. Research

1. The whole literacy campaign must be considered as a country-wide experiment, since it is the first effort of its kind in Somalia.

2. No research has been organized so far. But the Government realizes the need for research in this field. The plan is to form a research group comprising specialists in different fields (agriculture, health, education, animal husbandry, nutrition) with the responsibility of producing a curriculum for skill-training, and the specialized books for the new literates. However, with our limited funds and shortage of trained personnel, we feel inadequate to undertake such specialized and extensive research. We will probably need outside help in this field, especially in the way of expertise.

J. Follow-Up to Literacy Education

1. To prevent the new literates from relapse, we have at present available a language follow-up first book. Moreover, there are a number of books in the pipeline process of our State Printing Agency: 3 more language books, 3 mathematic books (new), a civics book and one on hygiene.

2. These books are intended to be sold to the new literates at a nominal price. Most of the expenses and cost of production are shouldered by the Government.

3. Since the Somali script is recently introduced, there is no available literature and library facilities.

4. Up to now relapse into illiteracy has been rather common.

K. Continuing Education

1. The second phase of the literacy campaign is intended to consist of classes for adults in general education, work-oriented training, vocational education, home economics, child care, nutrition, and civic responsibility.

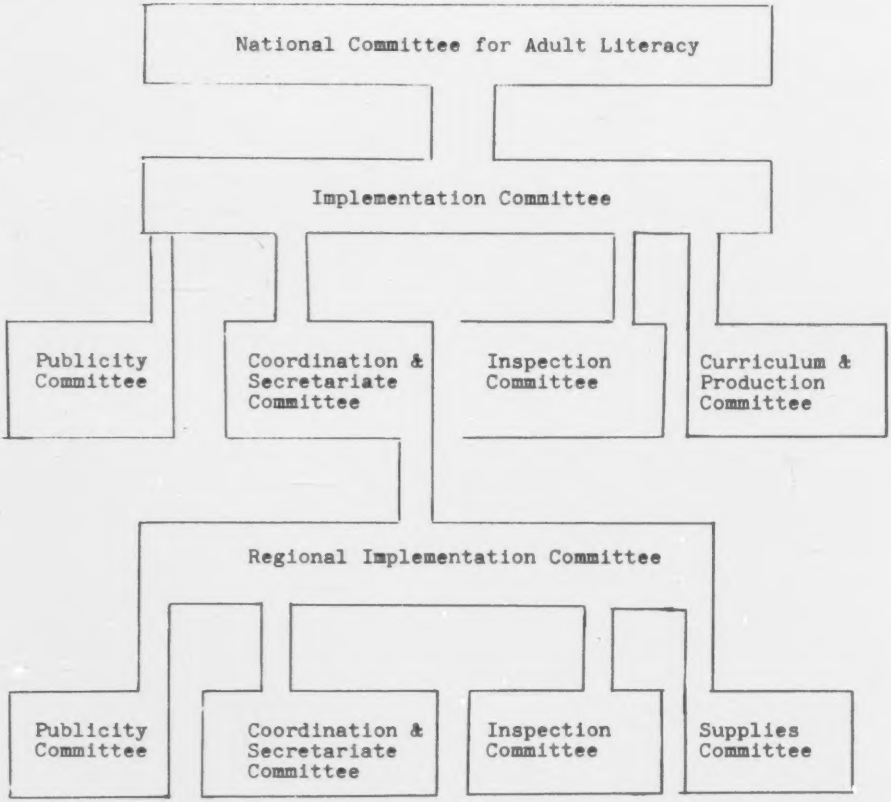
2. Adults who were engaged in adult education before the present literacy campaign was initiated pursue courses in general education mainly based on the curriculum of the formal schools.

3. Women's Education Centres provide classes in home economics, child care, nutrition, and needle work.

L. Summing Up

1. Since we have started our mass literacy campaign in April this year, we have no previous experiences to draw upon. Hence we cannot claim any accomplishments or give any approaches, techniques, or organizational arrangements that have proved fruitful.

2. Problems that hamper us in our effort of promoting adult literacy are lack of financial resources, shortage of skilled personnel, inadequacy in our teaching programmes and methods, nomadism (over 75% of the population are nomads and are always on the move), and poverty (per capita income is low, and since the people are engaged in subsistence economy, they often do not get time to attend classes).


National Committee for Adult Literacy
Implementation Committee
Publicity Committee
Coordination & Secretariate Committee
Inspection Committee
Curriculum & Production Committee
Regional Implementation Committee
Publicity Committee
Coordination & Secretariate Committee
Inspection Committee
Supplies Committee

In the districts, town quarters, and villages Committees are the same as those of the Regions.

Country Report
TANZANIA

A. The Need for Adult Education; Literacy Policy

Adult education is seen as a right to any adult once he or she leaves formal education or when he or she is unable to attend formal education. This right stems from Tanzanian ideology in socialism and self-reliance. Socialism inherently connotes democracy, hence the absolute necessity of making educational opportunities available to all citizens.

Education is the tool of development in all ways of life. Therefore adult education is understood as a necessary component in all governmental, parastatal and voluntary agencies.

Hence policy makers are bound to make provision for continuing education classes for all the people under their specific concern. This was categorically laid down by the TANU Biennual Conference on 25 September 1971.

Literacy understood as skill of reading and writing and rudimentary arithmetic is not the aim of our national campaign. This is only a meant. What we are aiming at is functional education, work-oriented education, while the art of reading, writing and arithmetic will help raise the area of communication, the ability to reach more knowledge in an easier way.

Even the art of reading and writing is imparted through functional literacy; as the farmers learn how to raise better crops or cattle or the fishermen learn how to improve their trade they simultaneously learn how to read, write and do simple sums.

We believe that education by doing is essential even for short-term development if it is to be a "human" development. Man should first be educated to see the meaning of the development and what role he as a human being can play to effect that development and to what purpose the whole undertaking is really designed. So the whole movement then becomes a purposeful fulfilment worth of a human being.

The structure and machinery of an education is gradually being modelled to suit our ideology as the colonial system did not naturally reflect the Tanzanian ideology.

Adult education in Tanzania has three objectives:

- Awaken the people from the kind of resignation to the sort of life we have been condemned to for so many years;
- help improve standard of living economically;
- teach the people to understand our socialist ideology.

As you see, adult literacy (in the wide sense of literacy) is all comprehensive. There is no sphere of human activities (social, cultural, political-economic, intellectual) which is not covered by it.

The nation has adopted a clear policy on universal literacy short-term target to impart the art of writing and reading to all adults by 1975. There were in 1971 5,000,000 illiterates. By May 1972 some 2.6 million adults were attending literacy classes. Long-term target = plan for continuing education for every Tanzanian in his profession and in any other possible fields. The call is for all, not a selected group; all possible manpower must be developed.

B. Overview of Present Adult Education

There are 2.6 million adults undertaking adult literacy classes. This is beyond our expectation of 1.5 million for the current year. All who wish to join classes are absorbed and arrangements are made to provide them with a teacher and required materials (books, pencils, etc.).

These classes are not evenly distributed over the country. It all depends on the population density and the political awareness of the masses and leaders. Naturally there will be more classes in a closer circle in town than in the sparely populated rural areas.

Tanzania has a women population slightly higher than the men population. During the colonial times girls did not take up education as boys did. So you have a big number of illiterate women and thus more women would obviously attend adult literacy classes than men.

The pupils represent all sorts of age groups; in some areas where formal education had a long tradition adult education (literacy) is attended by older people who failed to go to school their days. Where formal education is just a recent introduction, an adult literacy group has a wider age cross section.

When we talk about adult or informal education, a point to note is that adult education is not confined to classroom walls or to the formal teacher/student confrontation situation in set environs. Any learning or thought-provocating situation is used in adult education. So if you ask whether adults can learn after or outside their otherwise normal groups, the answer is affirmative. Adults learn at home, at beer stalls, practically anywhere they see a poster, card, etc.

C. Administration of Literacy Activities

The Ministry of National Education is charged with the coordination, administration and supervision of adult education in the whole country. The actual teaching is the duty of all ministries, governmental and non-governmental institutions.

Theoretically every Tanzanian who has some kind of education has been called upon to help teach the less fortunate. In fact, so far we have more than 60,000 teachers conducting adult education classes of whom about 20,000 are public servants and the rest volunteers.

Literacy classes are conducted functionally just along with any other adult education activities, it is the only reasonable way in harmony with man's nature and economically paying.

Where there are children enough to form a class (20 - 30), they get their own teachers, for psychologically they cannot enter into discussions in the course of the class as seriously as the grownups do.

All organizations - cultural, religious, commercial - are directly involved in promoting and conducting adult education.

Yet their activities are coordinated in the national objectives and targets through the national administrative structure and committee system.

There are committees at all levels whose function is to plan, supervise, organize, and foster adult education activities in their areas. In short, membership comprises Party, Government and influential ~~members~~ in all non-governmental organizations. The reason is that all men of influence must be involved in the planning and decision-making machinery if they are effectively to be involved in the implementation level. Committees start at national, regional, district, divisional ward, and centre classes level. Lower committees meet more frequent, as they are the actual movers of the programme. Class committee usually meets weekly, centre once a month, district once every three months, and so national.

D. Financing

a) Education is 20% of National Budget.

b) Adult Education for 1972/73 18 million out of 169 million shs. Tz.

c) It is not possible to separate literacy education from adult education - work-oriented campaign.

Our policy: Each organization must set aside funds to be used in adult education promotion among its workers.

Public expenditure has gone up sharply:

since 1970/71,	9 millions;
1971/72,	12 millions;
1972/73,	30 millions.

This trend is indicative of the national democratic ideology of socialism wherein education is seen as the birth right of every citizen and a prerequisite to any meaningful development of individuals and society as a whole.

Many organizations (voluntary) have been caught up in the national programme, although it is difficult to make out how much money is spent by them in order to promote adult education in their committees.

Organizations - religious: Christian council of churches, Tanzanian Episcopal, Bakwata - all engage in educating adults in one way or another.

Associations such as the Union of Tanganyika Workers, cooperative unions, Union of Tanganyika Women all run adult education series.

We get financial and material help from friendly countries such as Sweden and Canada. Most of the papers we use in printing our primers is a SIDA gift. Sweden has promised 6000 tons of printing paper, and has been giving cash annually to supplement our local budget stipulated to eradicate illiteracy by 1975.

No fees for the classes in which the three R's are taught. Fees are required for those who attend evening classes for advanced studies for promotional purposes. Such students buy also their teaching materials.

It is generally calculated at 28/= t. Shillings per pupil as compared to 220/= in primary school.

E. Teachers/Organizers/Administrators

See appendix of teacher distribution. Only voluntary teachers are paid for doing 3 to 4 periods (or 2 hrs) per week in a class of 20 to 30 pupils; they are given a token sum pf 30/= per month.

Professional teachers get shorter crash courses (2 weeks or so), the rest have longer seminars up to a month. To conduct adult classes later on they are given refresher courses varying between days and weeks.

Teachers that attend, practically all come. We have now over 60,000 teachers.

The Ministry of National Education is responsible for the training of teachers, organizers and administrators. Adult education is included in the curriculum of the Colleges of National Education so that the turnout of teachers are properly prepared to teach all members of the nation. Besides, the University of Dar es Salaam gives courses of 9 months' duration leading to a Diploma in Adult Education. It is proposed to start a Degree Course in Adult Education next academic year.

Mass - media

Tanganyika has no T.V. Radio is used extensively in adult education: interviews, programmes, visits, short lessons, announcements. Several study group-programmes have been run by the Institute of Adult Education over Radio Tanzania.

Currently there is a popular campaign - Mtu ni Afya (Man in Health) - a campaign aimed at promoting health consciousness in the nation by involving the people in discussing their own health problem supported by radio programmes and newspapers. Lessons are broadcast to groups totalling roughly 2,000,000 people. Radio lessons are then discussed by the participants and resolutions for practical actions are passed to be acted on. People may decide to dig a better well for clean water or keep their environments cleaner or the like as a result of group discussion, or they may even forward their recommendations to higher authorities for consideration and possible greater help, etc.

Supervision

The supervision of the teacher's work is primarily done by the pupils themselves, because it is their teacher, and the pupils are grownups.

Secondly, there is the class and centre committee which really employ the teachers.

Thirdly, there is the Ministry's man, either ward coordinator or Divisional Supervisor or Adult Education Officer of the district. All have a duty to see that classes are conducted in a satisfacory way.

Apart from the courses offered in the Colleges of National Education as well as the Diploma course at the University, local organizers attend special seminars organized in their special areas.

These seminars are conducted by a specially trained team of trainers at regional and district levels.

There are also scholarships offered at times by UNESCO for adult educationists.

For the diploma course in Adult Education 30 students graduate each year, and they are all engaged in adult education activities.

F. Teaching Environment

Adult education is characterized by its informality, it is not bound by four walls. It takes place anywhere where the learning process can take place: in schools, markets, beer centres, club centres, offices, even in the open, or buildings set up for that particular service, library, churches, community centres.

Time

For employees class hours are conducted during working hours; there is no objection to people voluntarily opting to take additional periods after working hours, and in fact many take advanced evening classes.

In the rural areas the peasants usually decide on the time which is the most convenient for them, and then the teachers have to compromise and to accomodate their availability.

G. Pedagogical Approach

The three R's are emphasized as basis for literacy: reading, writing and simple arithmetic.

(3 periods x 2 hours per week for 6 months).

The literacy campaign is one, but the primers used differ according to local need. Cotton peasants will use primers on better cotton growing, fishermen on better fishing, etc.

Practical demonstration is built in the system itself, all sessions must end in a practical resolution which brings the groups into a practical objective such as a demonstration farm, house, cattle raising unit, road making, clearing the bush, setting up a cooperative shop and so forth.

The medium of literacy skill is done in the national language Swahili which is spoken and understood practically all over Tanzania. There are pockets of local dialects where Swahili, is popular but not so much spoken. Here literacy in Swahili becomes the accelerating factor for nationalism also.

Adult students receive certificates in booklet form wherein various levels of attainment can be entered and recorded so that one and the same booklet can serve any student at any level of academic and practical performance. We are moving towards standardizing our literacy exams. So far exams are prepared and administered locally under the auspices of the Ministry of Education in the locality.

H. Teaching Materials

We use primers, teachers' guides, charts, and visual aids in conducting literacy classes. Primers differ according to local needs, but the end result in reading and writing skill should be the same.

The demand for teaching material is so great that it is really difficult (financially) to meet it adequately.

Radio, film/filmstrips, slides, and tape recorders are used. Radio is more available. Some tape recorders are also distributed,(ideally one radio set, tape recorders and one camera to a centre).

I. Research

The literacy project in the Four Lake Regions is carried out on experimental basis.

The Institute of Adult Education has an ever expanding research unit. Several attempts have been made at evaluation of Adult Education campaigns, e.g. Uchaguzi ni Wake (The Elections are yours) 1970; Wakati wa Furaha (Happy Moment) 1971; Mtu ni Afya (Man is Health) 1972 - sociological, motivational studies, cost/benefit studies, statistics, etc.

In this research we have both local and expatriate staff. Since adult education even on the line of adult literacy as a national concern is not even three years old much research work is required to establish a solid basis for conclusions and assumptions that we need for future planning and programming.

The usual snags are shortage of trained personnel and funds to train some.

J. Follow-Up to Literacy Education

Our big question, now that we have over 2 million adults in adult education classes, is: after literacy in the next few months, what?

Of books that are suitable for the following-up of our functional primers, not many titles are in print. There are some titles, but the printing capacities are small. It is a problem. Of the newspapers not many are suitable for new literates. Steps are being made to encourage the start of local newspapers, but editors and printing facilities are difficult to get for lack of funds.

Distribution means also may be difficult for lack of enough transport to penetrate all areas in the remote regions.

The library services run by the Ministry of National Education, Tanganyika Library Service and the Institute of Adult Education provide a pointer to future strengthening. To solve that problem mobile library vans have been tried, but the fixed rural library services - books stored at a centre then taken round in rotation - is a preferable approach. Service is free, borne by the Government.

According to the national plan there are provided regional and district book-production committees, but they have not started to function yet.

Some newspapers, however, have special pages assigned for articles suitable for new literates. This section is quite popular. So far so good, as the movement is only three years old and relapse into illiteracy is not yet a problem.

K. Continuing Education

Adult literacy is an integral part of continuing education. All our campaigns, for instance, are educational programmes meant for both literates and illiterates; they are also a forum for group discussion at any level depending on the educational standards of the pupils making up the particular group.

Programmes for continuing education are being worked out in the follow-up materials, and they are all intended to be work-oriented.

Correspondence courses are also designed to cater for continuing education.

Special educational programmes are given over Radio Tanzania, e.g. on better farming, better health, road safety, political education, and cooperative education. Some of these programmes are linked with correspondence courses but some are just a service of units designed for individual education or at times for study circles.

Some opportunities for continuing education are free some (e.g., correspondence course) require at least a "nominal" fee.

Since we are just starting it is rather difficult to state the ratio of the adult students who pursue their studies after becoming literate to those who do not do so. The national programme is to introduce continuing education programmes within the industrial or office organization so as to make it an integral part of the working routine.

K. Summing Up/Achievements

Through political mass mobilization people have realized the need for education as a necessary means for liberation from human miseries.

They actively participate in discussing, identifying their needs and conceiving strategies to meet them.

They are in control of their government (realization of democracy). Numerically we have some 2,800,000 under study. The economic achievement is rather difficult to assess accurately at this stage, but there are signs that the standard of living is improving as better methods of farming and running cooperative concerns are being introduced and health habits adhered to by the enlightened masses.

Another achievement is the significant involvement of Party Government and non-governmental organizations in the national campaign to eradicate illiteracy.

Appendix
Postscriptum to the Tanzania Report
Daniel Mbunda[1]

Tanzania: Adult Education

Since many aspects of this report have been dealt with in the general paper, the purpose of this short report is to highlight the basic points of emphasis emerging from the Symposium.

The case studies from different participants showed a wide variety of ways to tackle the problem of illiteracy through functional literacy. The economic approach was the frequent case, as all UNESCO financed projects laid heavy emphasis on the economic results. Tanzania, while accepting the soundness of this approach, has decided to start with a basic issue to support the economy, and for that matter any other line functional literacy may be called upon to answer in any specific social demand.

The approach taken by Tanzania stems from her commitment to establish a socialist society in Tanzania. This does not mean we are working in a vacuum or aiming at an utopian (idealistic) society.

The traditional African society was basically socialist: all members had equal rights to basic human needs, all members shared communal duties (work), all members shared the fruit of their participation in communal undertaking.

Education of members in such a community is necessary for effective participation.

After independance Tanzania had urgent reasons for requiring all its free citizens to actively participate in contributing their maximum to building a happy society of free and responsible citizens.

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[1] This postscriptum was written after the Symposium. The opinions expressed are those of D. Mbunda

People (masses) must realize what a potential asset they are to the nation and what they can do to fulfil themselves and society, what heavy responsibility they are bearing now to shape the destiny of Tanzania now that our colonial masters are gone. If we are a poor, miserable, ignorant, sickly nation we have no one to blame except ourselves, if we continue to resign ourselves to this disgraceful and inhuman condition of life. What is important for every adult is shake oneself from despondency and start chartering together our life. We have the human and material resources.

Hence in Tanzania we have decided to awaken the peasants and workers to the need to renounce our backwardness and start on the long road for a search for

a) mental or psychological attitudes -prerequisite of effective participation in work as it becomes a free citizen;

b) skills and knowledge to improve and raise the economic productivity of the peasants and workers so that we can improve our standard of living - food, clothes, housing;

c) understanding of our socialist policies so that our plans ofoperation and implementation are supported by a consistent ideology that inspires the peasants and workers with socialist orientation and commitment.

All educational training will be conducted under this inspiration and will be sustained by the all-pervasive ideological orientation generating consistency, conviction, and commitment to development.

In the light of the foregoing the adult education programme in Tanzania is a political mass education for economic socialist development.

Hence you cannot think of economic approach-oriented adult education without politically orienting the people as to why such and such economic steps are adopted rather than others. The political basis also gives our programme meaning and coherence and developmental lines for future advance.

In practice we have primers I and II called Siasa I and Siasa II, which develop the Tanzanian ideology while the adult participant learns reading and writing also.

These primers have the one advantage that they can be used anywhere in the country and have proved to be very handy on several occasions.

Another aspect in the Tanzanian experience is that adult education is conducted to foster self-reliance and to build a national independent spirit and a critical and inquiring mind. These objectives are deliberately fostered in the way the classes are conducted.

Firstly a class must be small enough to ensure that each participant takes actively part in the discussions and resolutions, and commits himself to the resultant activities. The traditional or conventional learner-teacher relation is gone. The group leader initiates, and directs the discussion; the participants do the thinking and attempt to contribute actively at solutions in a joint effort. In the end they have proved self-reliant in a cooperative engagement. All the discussions should follow the same pattern. For that you need trained group leaders; we keep improving our adult education teachers by regular seminars in methods of conducting adult education groups.

The spirit of self-reliance is amply encouraged and practised in the provision of teachers. The voluntary teachers get a very small remuneration of 30/= T shilling.

The idea behind is to build our nation by mobilizing our manpower, and as this is primarily our duty as socialists: money should not come first. Civil servants do the work free.

From 1 September to 8 September all over the country there are Adult Education Week Celebrations and collections made to help adult education by contributing to the cost. In 1972/73 the collections yielded more than 50,000/=.

One of the difficulties of implementing adult education programmes in some countries is the fact that there is no effective organ of coordination, and the various agencies are not cooperative.

The Tanzanian experience has now reached a stage where the Ministry of National Education is recognized as the coordinator of all adult education. The other agencies, public and private, are obliged to carry on adult education programmes.

For streamlining and planning purposes a committee system has been devised wherein you have professionals and representatives of the peasants and workers who in their meeting plan and adopt adult educators' programmes. The most important of these committees are the lowest at the village level. Here the peasant in his capacity as a committee member articulates his opinion, maybe in a crude layman's way, but still he plays his role; these ideas are transmitted to higher committees until they come to the National Education Advisory Committee, Directorate of Adult Education.

We cannot overemphasize the importance of the committees, especially at village level, where they are very active and the adult education programmes are very forceful.

Adult education is used deliberately to integrate the educated and the less educated to integrated ministerial cooperation, to integrate formal education to the needs of the people.

Syllabi in formal education are assuming more and more Tanzania orientation to suit the rural needs of Tanzania. For this reason we had to break away from Cambridge oriented exams and set up our own exams that test the kind of mental attitudes, skills, and knowledge required by the Tanzania rural masses.

The primary schools and secondary schools are all changed with the ideological consciousness in which all other activities are developed. This atmosphere then tallies with what is being realized in the adult classes.

Besides, all formal education institutions are integrally contributing to implementing aspects of adult education; you find schools involved in actually conducting adult classes in specific areas around its locality, schools giving adult education seminars, and institutions offering courses to the adults around. Primary schools are serving the young ones and their parents also.

Certain fields of difficulties:

1) Personnel

- Administrators. To strengthen their academic and administrative abilities, annual seminars possible degree course at the University of Daressalaam.
- Traning officers in factories organizations, etc. The idea is gaining currency.
- Literacy teachers, so far part-time. Their effectiveness is reduced: lack of proper professional training: part-time mental attitude.

2) Materials. The campaign covers more than 2.000.000 participants. The bulk of materials required: books, visual aids, projectors, radios, tape recorders, films, camera, etc., is enormously large. Administrative inefficiency sometimes fails to issue the required materials.

The capacity of printing in Tanzania is very limited. Foreign help is usually sought to ensure flow of reading materials.

Follow-up is a need we are painfully aware of, and due attention is being paid to the problem especially after 1975 with its Ramification (level of functionality: training of proper teachers, etc.).

International help is requested to expand our printing premises etc.

3) Transport. Easy transport is necessary for organizing/supervisising adult education. Cars (L/Rovers) are available to some of the districts' adult education officers, motorcycles have been accepted in principle for divisional supervisors (383) and bicycles for 1,760 ward adult education officers. The money is not yet available.

4) Mass media. Radio and tape recorders are extensively used to support adult education programmes.

What we are aiming at is the provision of radios to all groups as well as tapes so as to have a life feed-back from the discussion groups.

Methods and techniques in the use of radio, etc., are being tried out and improved in campaigns such as "Man is Health, 1973".

Tanzania is set to eradicate illiteracy by 1975. It is an ambitious goal. We may or may not achieve 100% success, but indications are that the movement is gathering momentum each month. People are becoming much aware of the need for adult education as a social and economic investment, and the nation will stand to benefit in many ways, even if we do not reach 100 per cent illiteracy eradication. The national political consciousness borne out of this movement is of invaluable significance to the nation.

The Tanzania experience is a joint experience. International agencies such as UNDP, UNESCO, SIDA, NORAD are all involved and because of their special interest we have all confidence that our friends will help us sustain the movement until light dawns on the masses in Tanzania and we shall have helped in diminishing the world problem of illiteracy.

Country Report
TUNISIA
(Short version)

The country report of Tunisia does not follow the disposition of the questionnaire. Its contents are as follows:

Part One: Basic Literacy
I. Historical Background
II. The Literacy Programme

1. Administrative Organization

2. Fields of Action
2.1. Organized districts
2.2. Agglomeration or rural groupings
2.3. The Army

3. Books and Other Teaching Materials
3.1. Teaching materials
3.2. Educational TV
3.2.1. Objectives
3.2.2. Methods
3.2.3. Evaluation
3.2.4. The role of the instructor

4. Cultural and Other Activities
4.1. Lectures and debates
4.2. Presentation of films, slides, etc.
4.3. Permanent exhibitions
4.4. Inspection visits
4.5. Study tours
4.6. Books and publications
4.7. Educational weeks

5. Statistics

Part Two: Functional Literacy

1. Analytical Description of the Experimental Programme

2. Objectives
2.1. Economic objectives
2.2. Social objectives
2.3. Pedagogical objectives
2.4. Integration of objectives
2.4.1. Long-term objectives
2.4.2. Immediate objectives

3. Field of Application

4. The Course of the Experiment

5. Methods
5.1. General scheme
5.2. Control

6. Materials
6.1. Teacher's material
6.2. Collective material
6.3. The illiterate's material

7. Teacher Training

8. Results

9. Conclusion

Part One: Basic Literacy

I. Historical Background

In 1956 the first Tunisian Minister of Education, together with officials from several departments, initiated the first literacy campaign, offering evening courses for illiterates. In April 1956 he issued instructions concerning the organization of courses and teaching methods to be applied. It was only in August 1958 that the State Secretariat of National Education, Youth and Sport decided to solve the illiteracy problem methodically, departing from reliable data. The experiment was conducted in the realization that adult education should not be an end in itself but rather part of a general expansion of the educational and cultural sector at all levels. According to the promoters of the campaign, the intention was to allow the individual to fully identify himself with the milieu in which he lives.

With this in mind the adult education centres were opened with the concept of embracing various social strata (farmers, workers, women) and with the aim of obtaining from this cross section all kind of data which could serve to define fundamental principles of adult education for each of these groupings. It was decided to concentrate the efforts

1) on the training of teachers specialising in adult education and
2) on the preparation of learning materials for the use of adults (textbooks, etc.).

In these centres both the male and female citizens showed great enthusiasm for the literacy campaign. Their diligence encouraged the responsible officials to organize nine seminars on adult education from 1958 to 1973 with the result that 318 teachers were trained in this field.

Each centre should as a rule instruct four groups of 20 members each: each group receives 1 1/2 hours of instruction five days a week.

The subjects, which are taught over two years, are as follows:

First Year:	Reading:	2 hours and 30 minutes
	Exercise:	1 hour and 40 minutes
	Arithmetic:	1 hour and 40 minutes
	History) Geography) Civics)	1 hour and 40 minutes
	Total	7 hours and 30 minutes per week

In the first-year course the learners acquire that minimum knowledge which renders them literate. The programme of instruction extends over three trimesters of 10 weeks each, each week comprising five evenings classes of 1 hour and 30 minutes.

The first period starts in October and the third ends in June. There is an examination at the end of the first and the second trimesters, on the basis of which the teachers evaluate the progress of the learners. The examinations have the purpose of maintaining the interest of both the teachers and the learners and of determining the effectiveness of methods and means applied.

At the end of the third period there is a final examination. Those taking part receive a certificate stating that they have acquired the minimum knowledge in reading, writing and arithmetic and the elements of general education.

Second Year:	Reading:	2 hours and 30 minutes
	Exercise:	2 hours
	Arithmetic:	1 hour and 20 minutes
	History) Geography) Civics)	1 hour and 20 minutes
	Total	7 hours and 30 minutes per week

The programme of the second year is intended for learners who have received the certificate at the end of the first year, particularly under 30.

The second year comprises three trimesters, each having ten weeks with five evening classes of one hour and 30 minutes. At the end of the first and the second trimester the students take an examination. The third trimester is terminated by an examination and an award of a certificate confirming advanced knowledge in reading, writing, arithmetic and general education.

From the third year onwards evening courses are available for those who wish to improve their general knowledge in accordance with their possibility and needs.

II. The Literacy Programme

The three-year programme (1962 to 1964) emphasized the necessity of encouraging at grass root level the promotion of the human being. The four-year plan (1965 to 1968) stressed this policy by allocating 574,000 dinars to social education, excluding subsidies and contributions of other departments, the Socialist Destour Party, state organizations and various other institutions.

The programme emphasizes the significance of adult education and the absolute necessity of preparing the masses for accelerated development by means of two types of action:

- an action programme for a limited period of time: a literacy campaign,
- a continuous programme which develops and evolves according to needs.

1. Administrative Organization

From Independence (1955) on until April 1962 the responsibility for the literacy programme rest with the State Secretariat of National Education. From April 1962 on adult education became the responsibility of the State Secretariat of Cultural Affairs. The Social Education Service of this Secretariat has an adult education section responsible for literacy programmes, and two other sections, one for public libraries and one for housing affairs.

In October of 1962 the Tunisian Government, convinced of the importance of literacy and adult education and anxious to create the most favourable conditions, transferred this twofold task to a newly created Adult Education Institute.

This Institute, in which the State Secretariats, the Socialist Destour Party and the national organizations are all represented, participates in, coordinates, and supervises all adult education activities.

The Adult Education Institute is subordinate to the State Secretariat of Cultural Affairs and Information. It is a legal body under civil law and enjoys financial autonomy. Since January 1970 adult education falls under the responsibility of the Ministry of Social Affairs.

The National Literacy and Adult Education Programme is supervised by the following bodies:

- National Council
  The Council elaborates the general concept of the National Literacy and Adult Education Programme and supervises its implementation. It convenes twice a year. It is composed of permanent members representing all the ministries, Radio and TV, the Socialist Destour Party and all state bodies.

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- Regional Council

Such a Council is established in each governorate and is responsible for the elaboration of the adult education and literacy programme. It convenes every three months, or more frequently if necessary. The chairman is the Governor; he is assisted by the Secretary General of the Coordination Committee of the Socialist Destour Party. The regional head of adult education is rapporteur of the Council. Membership is as follows:

(1) the representative responsible for social affairs,
(2) the representative responsible for cultural affairs,
(3) the regional inspector of adult education,
(4) the regional inspector of national education,
(5) the director of the regional hospital,
(6) the president of the municipality (seat of government),
(7) the director in charge of regional development,
(8) the director in charge of the social campaign,
(9) the inspector of labour,
(10) the regional secretary general of the General Union of Tunisian Workers,
(11) the regional representative of the National Union of Tunisian Women,
(12) the representative of the Chamber of Commerce and Industry,
(13) the regional representative of the National Peasants Union,
(14) the president of the Central Cultural Committee,
(15) the representative of the regional transport union,
(16) the representative of the regional youth organization,
(17) the representative of the regional branch of the National Federation of Parents of School Children,
(18) any person representing local organizations or recommended by the Government owing to his experience in the educational sphere.

- Delegation Council

This Council is similar to the Regional Council. Its purpose is the supervision of the literacy programme within the limits of the delegation. The Council convenes every two months, or more frequently, if necessary. Membership is as follows:

(1) the president of the municipality,
(2) the inspector of regional primary education,
(3) an agricultural expert,
(4) a social worker,
(5) the representatives of the divisions of national organizations, of social, cultural and economic institutions, and of all persons with educational experience in the region.

- Local Committee

This Committee supervises the implementation of the literacy programme in the relevant institutions or the locality. It meets once every fortnight, or more frequently, if necessary.

The Committee is composed of representatives from administration, the workers, the trade union, the teachers, and the learners. In the locality the Committee is composed of a representative of the municipality, the head of district, the principal of the school, representatives of the administration and public services, the Destour group, a representative of the teachers, representatives of the learners, the head of adult education of the region, and the representatives of the divisions of national organizations and of social, cultural and economic institutions of the region.

2. Fields of Action

2.1. Organized districts

The district covered by the literacy programme comprises all the administrations, local corporations, and economic institutions (social and administrative) as well as the local enterprises having twenty or less illiterate workers. The programme is implemented as follows:

- Operation
  - A committee is set up comprising the management of the enterprises, and representatives of the Socialist Destour Party, the trade union, and the learners. This committee supervises the functioning of the programme in cooperation with the Delegation Council.
  - The committee meets every fortnight and more often if necessary in the interest of the programme or in order to discuss an urgent problem.
  - An education expert and a pedagogic counsellor are appointed in each enterprise where the number of learners exceeds 300. These two have the task of coordinating and supervising the literacy programme in collaboration with the committee and the Delegation Council.
  - Creation of a special fund in each enterprise to finance the literacy programme. Contributions may be drawn from the management, the workers, the trade union, the local cooperatives, economic and social institutions, and individual persons.

- Instruction
  - Rooms: the enterprise provides one or more rooms, and the necessary furniture (tables, chairs, blackboards), lighting, etc.
  - Teachers: the instruction of adults is entrusted to employees of the enterprise under the following conditions:

    they must have had a social training which enables them to lead discussions, transfer knowledge and to direct the attention of the learners to the subject at hand;

they must have participated at least in one 15-day training course organized by the adult education service.

- Learners: all the illiterate workers of an enterprise who have worked for one year without interruption are grouped according to age. They are then divided into classes comprising 20 adults each.

2.2. Agglomerations or rural groupings

The Ministry of Social Affairs (Division of Social Development, Adult Education Service) cannot restrict its activities to the organized district. It must extend the literacy campaign to cover other agglomerations, since the majority of illiterates are outside the organized district. Organization is as follows:

- Agglomerations are selected where the regional and local development plan is expected to create social and economic conditions favourable to the success of the literacy campaign.
- The enterprises selected recruit the staff and provide the rooms and necessary equipment.
- The programme is implemented within an agglomeration of about 2,500 inhabitants comprising about 300 female illiterates between 13 and 40 and about 200 illiterates between 15 and 45.
- The programme is preceded by a social enquiry.

Control of activities

- Local committee
  In each agglomeration where the programme is implemented a local committee is created. This committee meets once a month or as often as necessary.

- Educational expert
  Trained in the use of extension techniques and in public relations, the educational expert is charged by the adult education service with tasks of coordinating courses, keeping up the interest of the masses in the literacy programme, and supervising the progress of the learners and the implementation of the decisions of the local committee.

Instruction

- Classrooms: It is the task of the local committee to provide classrooms, furniture and lighting. Clubrooms or other rooms may be used for the literacy programme; if necessary, schoolrooms may also be used.
- Teachers: The instruction of male illiterates may be entrusted to the primary schoolteachers of the region. They must fulfil the following conditions:
  - o They must be willing to instruct adults outside the normal working hours;
  - o They must take part in a 15-day course organized during the vacations by the adult education service;
  - o They receive a monthly remuneration of 0.490 dinars per class hour. (Teachers of the first category receive 0.411 dinars, teachers of the second category 0.348 dinars.)

  For the instruction of female illiterates full-time female teachers will be recruited and then trained by the adult education service. They will receive monthly remuneration.
- There are two categories of illiterates:
  - o males, aged between 15 and 45, divided into groups of twenty who take part in daily evening courses after work. These courses are held by primary schoolteachers.

- females, aged between 13 and 40, divided into groups of twenty who are instructed by full-time female teachers. The timetable is fixed by the local committee.

2.3. The Army

The Ministry of National Defense is responsible for a literacy programme in the army. Courses are held in army classrooms by members of the military who have attended special training courses organized by the adult education service. General educational and cultural programmes are also implemented. The same applies to the examinations.

3. Books and Other Teaching Materials

The Ministry of Social Affairs (Division of Social Development) has the task of producing books and other teaching materials and of placing them at the disposal of the local committees at a favourable price or free of charge.

3.1. Teaching materials

The adult education service has prepared various books according to the mixed method (phrase, word, letter, then reconstruction of words, phrases and texts by using the letters already learnt).

The lessons on reading, writing, arithmetic, civics, politics, religion, geography, history and hygiene are elaborated by the adult education service and distributed to the teachers in the literacy centres.

The adult education service also publishes booklets containing stories about the history of the country and social life intended for the amusement of the adults.

The language taught is Arabic, the national language. It is not the classical literacy Arabic but a language very similar to the spoken language; from the third year onwards, instruction is given in Arabic and in French.

3 2. Educational television

3.2.1. Objectives

Courses have been televised since 8 January 1968 offering six one-half hour classes per week. These courses consist of three classes weekly of instruction in reading, writing, and arithmetic, and three additional classes per week on general culture. It is clear that the objective is not only to teach illiterrate adults to read, write and calculate but also to provide them with a general background and encourage them to improve their education. One this objective is attained, the new literates, who constitute an important part of the active Tunisian population, will be very valuable in the fight against underdevelopment in all sectors of the economy.

3.2.2. Methods

- Writing: application of the mixed method which combines the analytical with the synthetic method (phrase, word, letter and then, by using the letters already studied, the words and phrases of the text are reconstructed).
- Arithmetic: application of the normal method in accelerated form, since the adult already knows unconsciously the mechanics, he quickly learns to identify figures and symbols and arrives progressively at arithmetic. Whatever the subject (reading, arithmetic, history, geography, civics, religion), educational television is based on the illiterate's milieu and on the problems he is confronted with. After this stage, during which the learner is motivated, the second stage follows

during which he is familiarized with a more general background, i.e. with other milieux which are unknown to him but which influence his life, his region, or perhaps even his country.

In the course of a reading or arithmetic class the instructor requires the viewers to read or write the letters of a word, phrases, figures, etc. For each problem 30 seconds are given; a model is shown accompanied by music. After the broadcast time is reserved for the instructor to check what the viewers have written and to give advice. After each televised lesson an illustrated text in two colours is distributed which is very well printed and which retraces all the phases of the film. The illustrations of the text are small photographs of the plates used in the televised lesson. One or two cards are then distributed on which the letter, words and phrases which have been studies are printed.

Each arithmetic lesson is followed by one or two exercise cards. The cards for the exercise of reading, writing and arithmetic have been printed in an edition of 30,000 each. They are intended not only for the centres but also for interested private persons. In view of the increased impact of the programme, an agreement has been concluded between the adult education service and the newspaper "El Amal" which appears daily in Arabic with the largest edition, allowing the newspaper to publish regularly one of the documents accompanying the televised lesson of the day.

3.2.3. Evaluation of the programmed cards

After the televised lesson, one hour or one hour and a quarter is reserved for the viewers to work on the cards. Then the instructor corrects the cards and marks them. The next day more time is allowed for the joint correction of the most current errors. The cards are then arranged by subject and lesson and sent in to the adult education service for control purposes.

3.2.4. The role of the instructor

The instructor is essential because the televised lessons alone do not suffice to combat illiteracy. He is encouraged to take part in preliminary courses and receives written instructions in order to be able to familiarize himself in advance with the programme and documents of each lesson. He can thus plan the additional time (one hour or one hour and 15 minutes) following the televised lesson and hold the lesson himself in case there is a defect in the television set or electricity fails.

Each instructor is requested to submit each month his written comment on each lesson, together with an attendance list.

4. Cultural and Other Activities

The cultural and educational activities occupy an important place in all adult education centres. They are intended to inspire and encourage the adults taking part in the literacy courses. They include the following:

4.1. Lectures and debates led by personalities of local, regional or national reputation or by the teacher, which allow the interested persons to discuss freely with one another in their family language and deepen their knowledge.

4.2. Presentation of slides, films, theatre performances; the shows are chosen according to their educational content and the interests and level of the learner.

4.3. Permanent exhibitions in the literacy centres providing updated information on the life in the region, the country and the world.

4.4. Inspection visits made by the responsible regional and national officials to the literacy centres.

4.5. Study tours organized to familiarize the learners with the different regions of their country and the neighbouring countries.

4.6. Numerous books, and publications, particularly a monthly journal called Ikre, printed especially for the adult education service. They are intended for second-year learners, who are requested to read and comment on them in class. The learners also help edit the journal.

4.7. The adult education service organizes periodically a "Week of Education and Development" in cooperation with the regional authorities for the purpose of initiating an important socio-educational programme within the framework of the regional development plan. Every day during these educational weeks, conscientization groups consisting of teams of social instructors working for the Government or the Socialist Destour Party visit one area, where they organize frank discussions with the citizens in the interest of helping them to better understand and solve their problems, and motivating them to work for human, economic and social development.

At the end of these visits in the villages small presents for hygienic purposes are distributed to all persons present.

During these educational weeks plays, films and other spectacles are presented; posters and banderoles are displayed; a booklet concerning the economic, social and cultural development of the region is published; visits and excursions are organized for the adults of the region and other governorates; parades of vehicles and groups of students, carnavals, games, etc. are organized; certain days are dedicated to such topics as social education, happy family, cooperation, improvement of habitat, etc.; lectures and discussions are arranged.

5. Statistics

The following table shows the entire literacy campaign undertaken in Tunisia for the years 1958 to 1973:

Literacy Courses

Instructors and Learners from 1958 to 1973

Year	No. of classes or courses	Teachers full-time	Teachers part-time	No. of learners	No. of learners having completed the last course with success
1958-1959	8	6	0	950	
1959-1960	172	41	0	4895	
1960-1961	278	82	0	9218	
1961-1962	317	95	0	8883	
1962-1963	329	1033	0	10255	
1963-1964	335	102	0	9661	231
1964-1965	398	167	0	12995	4741
1965-1966	396	166	7	11832	3676
1966-1967	824	218	238	23967	5945
1967-1968	1691	322	468	38177	16164
1968-1969	1971	326	543	41137	20451
1969-1970	1253	312	454	32166	10644
1970-1971	1209	323	367	25837	8076
1971-1972	848	295	202	18185	5276
1972-1973	522	279	20	14733	

Part Two: Functional Literacy

Until very recently the battle gainst illiteracy was often considered a humanitarian and social undertaking, the economic aspects being ignored. It is clear that to the extent that functional literacy proves more efficient and profitable from the economic point of view as well, it will receive increased support from the Government and from private enterprises. It is within this framework that the micro-experiment in functional literacy described below, was implemented in Tunisia.

1. Analytical Description of the Experimental Programme

Originally planned for one year and begun in January 1968, the functional literacy programme of the cooperative of Errissala was initiated with the cooperation of UNESCO. A small educational team started to work: one technician from the adult education service, a psycho-pedagogue, a sociologist, an agricultural engineer responsible for the region, and a leader of the cooperative of the region. The evaluation team, which was created later, comprises apart from the person in charge a representative of socio-economic education, the psycho-pedagogue and the sociologist of the educational team.

The educational and evaluation team also receives occasional but substantial assistance from the technical agencies specialized in the regional development services, particularly in the form of a documentation concerning a socio-economic and technical investigation on the micro-experiment.

2. Objectives

The project of extending the micro-experiment of Errissala has several economic, social and pedagogical objectives.

2.1. Economic objectives

The functional literacy project contributes to the implementation of the economic development plan of the country. Economic objectives are an increase in gross national product and per capita income; the development of all irrigable and non-irrigable areas of the cooperatives; dissemination of knowledge and technical methods concerning an increase of agricultural production; accelerated modernization of technical production and utilization methods with regard to cooperatives and training of the members of the latter.

2.2. Social objectives

Without the active participation of the population, development action is doomed to failure. It is therefore necessary to know the weaknesses and qualities of the inhabitants. The illiterate is often suspicious, not open to progress, and incapable of filling economic and social functions. He lives on his own means, and his consumption needs are negligible. His attitude is rather fatalistic. Functional literacy aims at changing all this. The illiterate has to be encouraged to take an interest in the battle against under-development; he must become aware of an unutilized productive potential and must be shown clearly which role he can play in its utilization. He must confirm his position within his family, particularly vis-à-vis his children, and he must be better integrated into his work milieu. Above all, his social well-being must be improved.

2.3. Pedagogical objectives

- Create, test and evaluate functional literacy material which is simple, economical and effective. The basic material consists of cards and posters which are to form a central archive at the adult education service providing effective and varied pedagogical information. The posters can either be affixed to the wall or projected as slides;

- Apply a tailor-made functional literacy method which takes into account data contained in economic and sociological studies carried out by the specialized agencies of the regional development union;
- Use the micro-experiment to obtain an inter-disciplinary approach to functional literacy;
- Identify problems which may later confront the functional literacy programme and propose solutions.

2.4. Integration of objectives

This double series of objectives necessitates the establishment of a hierarchical order of the objectives of the micro-experiment.

2.4.1. Long-term objectives

Participation in the implementation of the Errissala cooperative.

2.4.2. Immediate objectives

- Development of a methodological functional literacy model (design of a programme, and experimentation with cards and posters and other teaching aids).
- Assumption of responsibility by a limited group of pre-cooperative agents with an eye to their adaption to the physical and socio-economic context of the pre-cooperatives, the improvement of their implementation techniques, and their acceptance of a dynamics of self-education.

It may be useful to emphasize some factors which are unfavourable to the implementation of a literacy programme in a rural milieu. There is a lack of qualified teachers. Functional literacy requires that the teacher be both a technician and a psycho-pedagogue in order to communicate technical knowledge. Technical and pedagogical programmes, which in principle must be prepared by the enterprises themselves, are lacking. The nature of farm work requires specialized manpower, which is scarce. Since the groups are made up of cooperators who are specialized in different fields, it is difficult to maintain a strict functionality. The problem of fitting in the hour reserved for the functional literacy programme with the time needed for framework remains difficult. Inclement weather hampers the diligence of the learners and causes difficulties for the programme.

In order to overcome these difficulties, the adult education service has a technician and an agricultural engineer prepare the technical cards, which serve as basis for the didactic cards.

It must be emphasized that the pre-cooperators do not consider literacy as something outside their agricultural milieu. On the contrary, it helps them to improve their standard of living and well-being and they become even more attached to the soil.

3. Field of Application

The field of application of the micro-experiment of functional literacy is one cooperative now being established in the region of Mornag 20 km north of Tunis. This unit is part of the Northern region which is mainly agricultural. Owing to the type of terrain, arboriculture predominates. Resulting from the consolidation of six ancient, private farms, the cooperative covers 2,235 hectares under crop as follows: vineyards 851 ha, mixed wine and olive trees 18 ha, citrus fruit 12 ha, olive trees 352 ha, orchards 10 ha, unused land 238 ha, forests and pastures 1,011 ha, buildings 13 ha.

The cooperative has 180 members, 8 of whom form the administrative council. The cooperative is subordinated (in the initial phase) to the Office for the Development of the Medjerda Valley, which is also assisted by the regional development unit. Population structure is as follows:

Sex	Married	Bachelors	Widows	Total
Male	149	19	5	173
Female	149	--	-	149
Total	298	19	5	322

The age groups are as follows:

Ages	13/15 to 24	25 to 34	35 to 45	Over 45	Total
Male	18	48	46	61	173
Female	25	57	49	18	149
Total	43	105	95	79	322

The educational level is as follows:

	13/15 to 24	25 to 34	35 to 45	Over 45	Total
Illiterates	6	31	42	53	132
Primary school	0	8	3	8	19
Primary school (mod.)	9	9	0	0	18

	13/15 to 24	25 to 34	35 to 45	Over 45	Total
Secondary school	1	0	1	0	2
Secondary school (modern)	2	0	0	0	2

Of the 173 male members of the cooperative, 132 are illiterate and 41 have received instruction either at the Koran schools for some months or during the first year of secondary school. Four have attained the maximum level, two at a European type of school and the other two at the religious type of school.

The following facilities are available to the cooperative.

- seven wells providing drinking water and water for irrigation purposes;
- animal population, almost all of which has to be purchased;
- immobile installations, which have to be renewed rapidly;
- generally good soil but having in some places a layer of impermeable tuff which requires large-scale investments for its removel.

The large areas which are hilly are subject to erosion from wind and rain. Average annual precipitation in the region is 450 mm.

The programme does not take into account the women, whose participation in the active life of the cooperative is similar to that of seasonal and occasional workers.

4. The Course of the Experiment

The preparatory phase begins with the identification of the terrain on the basis of a documentation comprising all technical, economic and social studies carried through by the specialized agencies.

The first data based on surveys of the terrain are then compiled, and discussions between the members of the cooperative and their leaders take place.

All this permits an approach under three aspects. One aspect is that of a person who has emerged from a system of private land use and who has the mentality of an employee suffering deeply because of his illiteracy. Another aspect is that of a person who lives in a socio-economic and family milieu which is still very poor. The third aspect is that of a technician who has to adopt himself to the physical conditions of his milieu and to the requirements of modern land use.

In the course of the meetings the responsible team consisting of the psycho-pedagogue, the sociologist, the agricultural engineer and the responsible person of the region a number of important problems are identified which lead to a determination of specific objectives for the experiment. The pedagogical programme, which is the principal part of our experiment, is very important and requires efficient collaboration among all the team members, the administrative council of the cooperative, and some of the cooperators. The programme must be adapted to the various activities of the cooperative; i.e. the life of the cooperative which must be realistic and flexible. In other words, it must be possible to take into account unforeseen problems.

The preparatory phase is followed by the operational phase, which is announced by general meeting. At this meeting the experiment is presented (intentions, form, requirements, and means). In a lively discussion between members of the cooperative and the responsible leaders the former become motivated and the latter are informed about the circumstances in which the experiment will take place. The volunteers then register and the functional literacy programme may start.

The voluntary participants are organized in two groups, one consisting of pure illiterates and the other of semi-illiterates. The respective levels of the various subjects of the experiment are determined and progress files are set up. Simultaneously another group is formed, for which a traditional literacy method, which has already been used by the adult education service, is applied.

5. Methods

5.1. General scheme

Functional literacy is an action aiming at changing the milieu in its totality: the human and the cultural milieu. Departing from state A characterized by a number of economic, sociological, professional data, the aim is to attain state B. The process of changing the individual concerned is identical with functional literacy.

Before he may become active in development and conscious of his economic and socio-cooperative function, the peasant of Mornag must receive comprehensive and integrated training, including vocational training on the job, socio cooperative training, and intellectualization: literacy, commercially-oriented arithmetic, practice-oriented sciences.

On-the-job and classeroom instruction form one unit. At the place of work manual operations are demonstrated and in the classroom they are recapitulated. Used for training is a placard or poster which is not just a picture but shows a situation of the peasants' life, including moments and gestures typical for farmwork. The poster therefore links the practical activities with the corresponding intellectual activities.

This deciphering takes place within a group. The 'animateur' ist part of the group; he is also member of the cooperative and thus is not a teacher in the eyes of the pupils. The class takes the form of a discussion.

The pedagogy of functional literacy is not a bureaucratic pedagogy. It rather is oriented towards the land, work, dialogue and participation.

The group discussion regarding the deciphering of the vehicular message on a poster must be replaced by the deciphering of words and linguistic structures which carry part of a message. This is functional literacy.

In this sense the alphabet is learned within the framework of training. Repetition, which allows a consolidation of acquired knowledge, is not mechanical but dynamic. This approach differs from the traditional approach where words and structures are accumulated under the aspects of phonetics.

The reading card of the illiterate worker must have the same basic illustration as the poster and the text which has been elaborated by the group. The cards thus present a collection of didactic texts. As soon as possible the learners are led to decipher messages relating to their activities; these messages are easily retained.

This training process can be schematized as follows:

1		2
professional reality, socio-economic problems training	------	deciphering: significant moments and problems (posters)
3		4
deciphering: first step: poster second step: alphabet		return to practice: application of acquired knowledge

5.2. Control

Equilibrium between practical and theoretical training was lacking during most of the time of our extended micro-experiment. The knowledge presented was often practice-oriented, but the 'why' to the question was lacking. At the initiative of some teachers, general information was given to remedy this deficiency. As to the control of application of knowledge, this is ensured in the cooperatives where the teacher fulfils the function of the agricultural official. When this is not the case, the teacher must accompany the cooperators to the field in order to supervise the application of the daily work programme. For him this is the only possibility of intervention. If the teacher is not an agriculturist, class instruction is not followed by field demonstration or supervision.

Other inconveniences hamper control of the application of acquired knowledge. In some cooperatives the literacy courses are unfortunately held in the evening. We have warned against the many difficulties this entails. In this case field instruction is not possible, even if the teacher is an agriculturist. This clearly reduces the functionality of training and the effectiveness of the programme.

In most cooperatives the work is carried out individually by the cooperators. They are distributed over the large area of the cooperative and have varied tasks on their plots, which are very distant from one another.

Therefore the agricultural official cannot control the effect of the programme or suggest necessary improvements. During the harvest season (grape and fruit gathering) control would be possible, but in most cases the cooperative recruits foreign labour in order to get the work done as quickly as possible.

6. Materials

6.1. The teacher's material

In order to enable the teacher to fulfil his task well, the adult education service has provided him with low-cost didactic material consisting of detailed cards, each dealing with a problem of the day to be solved. Each card is prepared by the pedagogue of the team who eliminates all difficulties which might arise during a lesson. The topic of each card is taken from the work schedule provided by the engineer of the team. The teacher receives this didactic material in advance.

6.2. Collective material

Posters are provided, accompanied by teaching cards showing the problems and suggested solutions.

6.3. The illiterate's material

The simple and inexpensive learning material consists of reading cards which, when grouped together, form a booklet where all problems are shown. These cards have all the solution to the studied problems in the form of a slogan, and are used to learn to read. This booklet is an important learning tool for the illiterate.

7. Teacher Training

The following short- or long-term teachers' training courses have taken place: 5 in 1963, 3 in 1964, 1 in 1965, 4 in 1966, 21 in 1967, 14 in 1968, 4 in 1969, an 7 in 1970, 1 in 1971 and 2 in 1972.

Scholarship holders attended external courses at the regional centre for functional literacy in the Arab countries as follows: 8 in 1962/63, 12 in 1963/64, 8 in 1964/65, 4 in 1966/67, 3 in 1968/69 and 3 in 1970/71.

In 1964 15 scholarship holders spent 15 days in Italy at the invitation of the Italian Union for the Campaign Against Illiteracy; in 1965 three scholarship holders spent 25 days there to study educational television.

In 1963 one primary school teacher took part in a nine-month course at the Ecole Normale Supérieur in Saint Cloud, studying the use of audio-visual aids. In 1971 three scholarship holders were trained there in the use of television for educationa purposes.

Within the framework of Maghreb, Arab, and international cooperation the following events were organized: a colloquy from 16 to 23 October 1965 for UNESCO and Maghreb representatives on the subject of adult education; a seminar on functional literacy held by UNESCO for francophone African countries from 28 May to 5 June 1970. From 4 to 20 May 1971 a course was organized for eight participants from Arab countries. The social development division of the adult education service invited several participants from African and Arab countries for informatory visits.

From 4 to 25 September 1972 a regional seminar on functional literacy and family planning was organized by ASFEC, which is a UNESCO service. The purpose of the seminar was to study the possibility of combining a functional literacy campaign with a programme for family planning.

Advanced Training Programme for Teaching Staff

Year	Duration of Programmes		
	1 week to 2 months	2 to 6 months	more than 6 months
1962-63	164		8
1963-64	147		
1964-65	58		
1965-66	190		
1966-67	692		
1967-68	754		26
1968-69	163		30
1969-70	169	7	
1970-71	141	14	3
1971-72			
1972-73	43		

8. Results

The functional literacy material and the content of the programme have now been tested by the micro-experiment which covers the region of Mornag and the Errissala cooperative.

According to the experts who observed the micro-experiment, satisfactory results can be obtained if evaluation is begun at the time of elaboration of the didactic material. The results prove this judgement. During our visits it was easily recognizable that changes in the attitude and behaviour of the cooperators had taken place; this encouraged the responsible person to extend the scope of the micro-experiment within the framework of the national plan in the years to come.

The following table shows the results of the functional literacy programme:

Year	No. of classes	No. of pupils
1968 - 1969	1	20
1969 - 1970	28	624
1970 - 1971	23	396
1971 - 1972	13	336
1972 - 1973	5	115

9. Conclusion

May I conclude with the words of President Bourgiba: "Our educational method is an original method inspired by Tunisian reality. We think that extended education should aim at the improvement of social conditions or their transformation if this allows us to progress rapidly towards development. The major objective is not only to teach the citizen to read and write but also to make him conscious and open to progress."

"We attribute great importance to this programme and consider it as one of our most urgent tasks, which deserving of the enthusiasm of everyone of us. Among the tasks which are of utmost importance is that of social education and the struggle against illiteracy."

Country Report
ZAMBIA*
(Short version)

Introduction

The original proposal for literacy work in Zambia, entitled "Proposal for a Mass Literacy Project in Northern Rhodesia" was drawn up just a few months before independence, i.e. in February, 1964. According to the 1963 census the estimated total illiterate adults in the country were 706,000. Pressing into service a large number of field officers and motorized vehicles and calculating methematically, the proposal envisaged to 'eradicate' illiteracy from Zambia by around 1971. But instead of 700,000 persons becoming literate by 1971 the figure reached to only 10,149. And this number too was reached when a target system was fixed in 1970 for each local level supervisor so that at least he tried to do his best. The process of literacy since the programme started is shown below and a Target Register sheet is attached at the end of this report.

Year	Adults made literate	
1966/67	969	
1968	1,639	
1969	912	
1970	3,566	- targets fixed
1971	3,063	
1972	3,387	

A representative of Zambia attended the 1965 Teheran Conference of the Ministers of Education, where the functional literacy approach was accepted. He saw the approach as a suitable method of developing rural areas to which the government gives high priority.

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* The opinions expressed in this report are those of Mushtaq Ahmed, Chief Technical Advisor of the Work-Oriented Adult Literacy Project

On the invitation of the government, a UNESCO Planning Mission visited the country in 1967. The Mission recommended the broad area of economy for which functional literacy might prove useful. Whereupon the government asked for a UNESCO Advisor to help it improve its Basic Literacy Programme, plan an Experimental Functional Literacy Pilot Project and train a number of Zambian staff in all aspects of functional literacy. The advisor arrived in May 1969 and the Project became operational from July 1971.

Both the programmes, Basic and Functional, are still run by the Department of Community Development. But it has been accepted by government that Basic will give way to Functional, and by 1975 six of the eight provinces will switch over to Functional. Two have already switched over and another two will switch over in March 1974.

A. Literacy Policy

1. Eradication

As stated above the original proposal for a mass literacy drive was drawn up in 1964, apparently with a view to 'eradicate' illiteracy from the country, which happened to be the thinking of the time. Estimated illiterates were around 700,000 and according to the scheme they should have become literate by 1971, but actually only 10,149 became literate.

According to the 1969 census there are around 2,200,000 adults (16 + years) in the country out of which 1,200,000 are illiterate. With the existing pattern of administration, number of staff and facilities available, on an average 3,000 adults are made literate a year. At this rate it will take the country 400 years to 'eradicate' illiteracy, provided the population remains static.

2. Desirable Social and Political Aims

It could be said that the literacy programme was accepted and started in 1966 from social considerations, i.e. a way of making up for insufficient primary schooling. Since the number of persons becoming literate was around 1700 per year up to 1971, it could be said that it did not make much impact on the planners. However, politically it is a much talked of programme. It is continuously emphasized by leaders that illiteracy is a hinderance to development and without literacy the pace of development will remain slow.

3. Economic and Social Development

The First National Development Plan (1966 - 1970) laid down the objectives of the Programme as follows:

- Firstly is the eradication of illiteracy in order to accelerate the spread of knowledge, and as it will be slanted to the acquisition of better vocational skills for better standards of living, it will be closely linked with programmes which depend for their success on the acceptance and cooperation of the people, e.g. health, agriculture, conservation, etc. It is planned to slant the programme by using these subjects as bases for instruction and follow-up literature.
- Secondly it is intended to utilize the programme as a thorough-going exercise in community self-organization and voluntary service for the benefit of the nation.

The Functional Literacy Experimental Pilot Project was started in two of the eight provinces in July 1971.

The major aims were as follows:

- A large number of the participants will attain a high level of literacy, i.e. ability to read the newspaper and written instructions on technical matters in their vernacular language.
- They will be able to increase the yield of maize.
- They will become self-reliant.

252 classes with 3,000 maize growing peasants began to function and as the project went ahead it became clear that the traditional farmers highly welcomed the approach. The yield in 1972 went up from an average of 7 bags per acre. Some students produced as many as 40, 42 and 47 bags from one acre and quite a large number got 30 bags. The bags were physically counted at some stations by high placed visiting officers. Around 2,700 of the students saved from the increase yield and planted the same year on an average 1.8 acres[1] of maize according to the recommended method.

It can be said that from 1972 the Ministry has accepted in practice that in future the teaching of literacy will be related to economic development especially for the people living in the rural areas, whose development has a very high priority in the Second National Development Plan.

The usual question whether literacy is integrated into the national plans of education could be answered meaningfully after considering the following:

- Under what Ministry does it fall?
- What is the role assigned to it? Is it considered at par with formal education or as one of the educational activities leading to economic development?

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[1] Our suggestion was 2 acres.

In Zambia literacy is one of the programmes of the Ministry of Rural Development. To help the vast majority of people living in the rural areas the Ministry runs several types of educational programmes like agricultural extension education by the Department of Agriculture, cooperative education by the Department of Cooperatives, home economics by Agricultural and Community Development, settling in groups with better houses by Community Development Department, etc. Similarly literacy is one of the educational programmes of the Ministry to prepare the people for their all round development, especially economic development.

The goals for both basic and functional literacy during the current plan period would be as follows:

	Basic				Functional			
Year	No. of supervisors	Expect. No. of classes	Expect. No. on roll	Expect. No. of persons to become literate	No. of supervisors	Expect. No. of classes	Expect. No. on roll	Expect. No. of persons to become literate
1973	90	540	9,000	5,859[1]	40	464	7,000	4,550
1974	92	552	9,200	-	68	408	6,800	-
1975	70	420	7,000	5,980	90	540	9,000	4,420
1976	40	240	4,000	4,550	120	600	12,000	5,850
			Total	16,380			Total	12,820

B. Overview of Present Adult Literacy Education

This year around 9,000 are on roll in the Basic Literacy Programme and around 7,000 in Functional Literacy. The number of classes depends upon the number of supervisors the Department is entitled to employ. Its approved establishment is 171 supervisors; 11 of them would be engaged at headquarters and broadcasting duties, therefore only 160 can do actual field work. In the past each of them used to operate within a radius of 10 miles, organizing 12 classes with 15 students in each, selecting and training 12 local instructors to do the actual teaching work and then supervising the classes. So even in the past only a limited number of classes could be opened. It was not possible to establish classes for small numbers of persons interested in literacy in every nock and corner. Occasionally a supervisor, under pressure, will open up a class at a distance of even 20 miles from his station. As it was not possible to service and supervise them on a bicycle usually they faded away after a while.

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[1] Calculated on the basis of: Drop-out - 10% i.e. output = 65%
Failure - 25%
35%

According to the new policy he still operates within a radius of 10 miles. But now he sets up only six classes with around 100 students in all of them. A survey of the locality is done in advance and if there would be no scope of enrolling more students left he would move to another sector of his station.

Functional literacy has another curbing factor. Each successful student is given inputs for half an acre costing around K 12. Moreover the supervisors and Agricultural Assistants have limited time to give practical training on the class demonstration plots and on the students half acre plots. Therefore though the plan is that each supervisor could enrol up to 100 adult farmers, if the funds are not enough the number is likely to be reduced and not go up.

The distributions of supervisors to provinces is as follows:

Province	Total population 1969 census	Area in sq. miles	Density of population per sq. mile	No. of super-visors
1. Central	273,000	35,839	7.6	22
2. Copper-belt	72,000	8,101	8.9	10
3. Eastern	509,000	26,682	19	17
4. Luapula	335,000	19,524	17	20
5. Northern	545,000	57,076	10	20
6. N/West.	232,000	48,582	5	13
7. Southern	496,000	32,928	15	22
8. Western	413,000	48,798	8	14
			Total	138

The pattern seems to be that provinces with higher population have a larger number of staff. But Central and Luapula are out of step. Central because it has the Functional Literacy Programme as well, and Luapula, it seems, by default. However, it is hard to give the exact number in each province as mobility in staff is high and some provinces are slow in supplying the headquarters with monthly returns.

There doesn't seem to be much demand for basic literacy but there is now for functional. However, as explained above, functional literacy is a newly introduced programme; it takes about a year to do the preparatory work to introduce it in a new province and the number of participants that could be enrolled depends upon funds available.

Women form at least 60 per cent of the students. The reason seems to be:

- Illiteracy is high among women; 74 per cent of them are illiterate as compared to 57 per cent among men.

- Initially the members of women clubs also formed literacy classes. So in certain areas the men have the notion that 'it is something for women'.
- Men have more time-consuming work to do, prefer to relax, and the youth do not like to reveal that they are illiterate.
- In functional literacy couples are preferred to singles. In many classes a husband joins with his two wives and sometimes more than two. Since women equally share in farming, the men, it seems, decided to send their women to learn the skills and they adopted a wait and observe attitude.

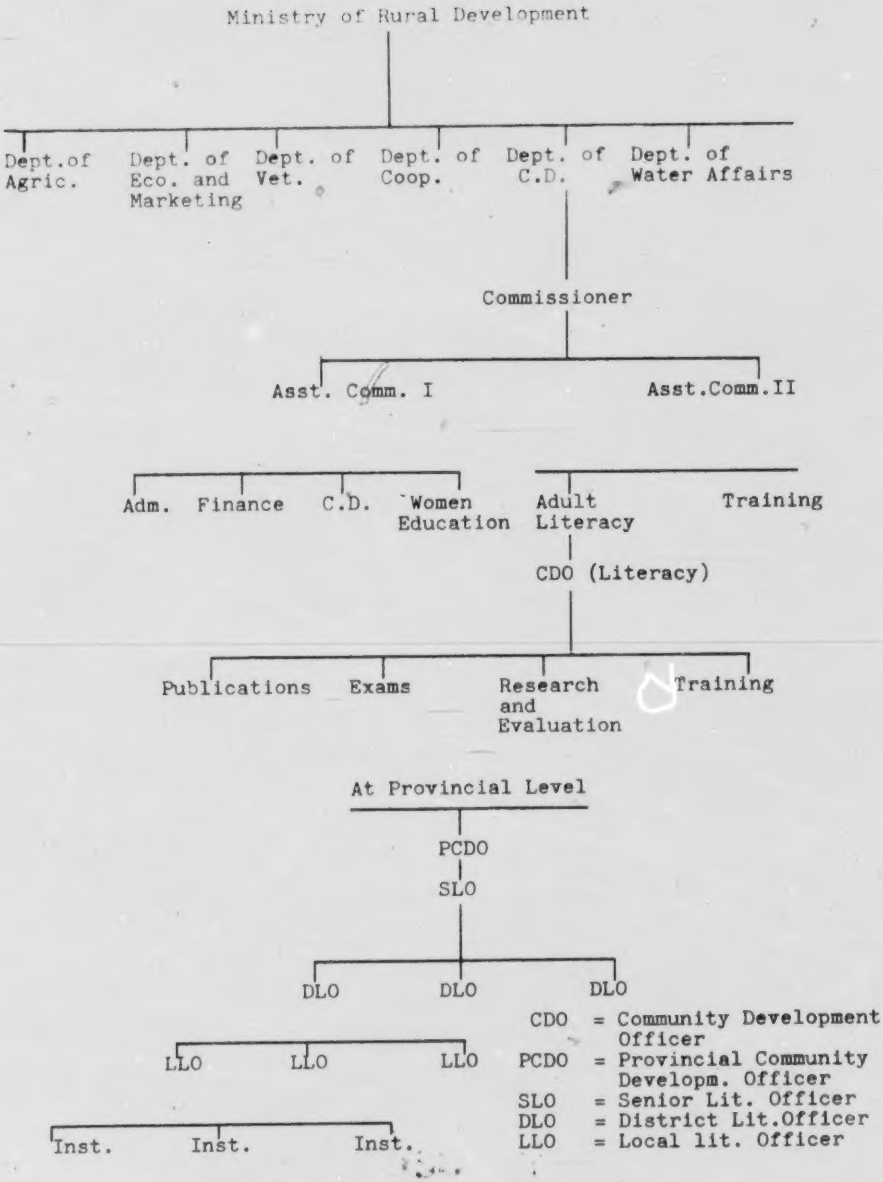
More or less all ages over 15 are represented, but the age group 20 - 35 forms the majority.

It seems that very few acquire literacy outside a class. They get it from one type of class or another. Self-literacy is rare. However, there is no data.

C. Administration of Literacy Activities

Functional Literacy Programmes are run by the Ministry of Rural Development, whereas other adult education activities and children education, which are rather formalized, fall under the Ministry of Education. The University also has a few activities. In addition, churches and a union of secondary school students also run classes. The only commercial firms involved in it are the Mines which run classes almost on the line of formal education usually for employees capable for promotion. The urban authorities organize classes in urban areas.

The administrative setup is as follows:


Ministry of Rural Development
Dept.of Agric.
Dept. of Eco. and Marketing
Dept. of Vet.
Dept. of Coop.
Dept. of C.D.
Dept. of Water Affairs
Commissioner
Asst. Comm. I
Asst.Comm.II
Adm.
Finance
C.D.
Women Education
Adult Literacy
Training
CDO (Literacy)
Publications
Exams
Research and Evaluation
Training
At Provincial Level
PCDO
SLO
DLO
DLO
DLO
LLO
LLO
LLO
Inst.
Inst.
Inst.

CDO = Community Development Officer
PCDO = Provincial Community Developm. Officer
SLO = Senior Lit. Officer
DLO = District Lit.Officer
LLO = Local lit. Officer

Since the Department of Community Development is part of government, the usual consultative machinery operates. The Department is expected to provide service, guidance and coordination to agencies outside government. However, there does not seem much scope of coordination except in planning as generally the administration and area of operation is different.

Recently a new body 'Zambia Adult Education Advisory Board' was set up under the wing of the Ministry of Education with the time-honoured purpose of coordination, documentation and research. Nominees of almost all adult education agencies are members.

D. Financing

Around 30 per cent of the national budget goes to education. What per cent goes to adult education will be difficult to work out, as this activity falls under different Ministries and agencies. The adult education budget works out as 2.6 per cent of the Ministry's budget. The following expenditure and estimates could be studied:

Year	Ministry of Education	Adult Education
1970	K 43,953,000	K 1,300,000
1971	54,922,000	1,298,916
1972	60,761,000	1,259,986
1973	62,488,000	1,247,565

Year	Ministry of Rural Development	Adult Literacy
1970	K 24,433,000	K 343,000
1971	33,414,000	512,000
1972	37,276,000	339,200
1973	41,333,000	450,000

Looking at the literacy budget as a per cent of the Ministry's budget, it would appear, of course, to be very low. It will be a mistake, however, to draw the inference from it that little importance is attached to literacy. Such giant departments like Marketing, Agriculture, Vetereny and Tsetse Control, Water Affairs also come under the same Ministry. Therefore, a more meaningful question, to my mind, would be whether the money is adequate in view of the administrative pattern, training and capacity of staff, interest of participants, etc. Or is there scope for more productivity by harder work and better planning using the same amount.

The urban authorities running literacy programmes pay for them from their own budget: for example, the Lusaka City Council spends:

Year	Community Development	Adult Literacy and Pre-School
1972	162,000	94,000
1973	162,700	101,000

Generally there is an upward trend of the literacy budget which is mostly due to additional staff and salaries.

There is very little support to literacy in addition to government's and urban authorities' support. The Students' Association, taking a leaf from the Danish and Norwegian students' work-day-programme, tried to raise funds last year and raised around K600. However, raising funds from the public need to be done with caution and requires considerable skill in planning and organizing. The Department has not made efforts so far to raise funds from the general public. The Students' Association of Norway and Denmark have so far given a very generous support to the tune of K 136,000. In addition, the UNESCO Gift Coupon Scheme has so far yielded $ 1000.

The approximate cost per head in Zambia is shown below. Expenditure includes the following items:

Recurring
- Salary of some headquarters and all field staff.

Capital
- Cost of equipment (books, registers, chalkboard)
- Remuneration for instructors
- Training cost of staff.

Misc.
- Travelling on duty
- Repair of vehicles
- Office expenses.

Approximate Cost of Basic Literacy

Year	Recurring	Capital	Misc. approx.	Total col 2, 3, 4	Revenue	GT after deduct. rev.	No. of adults made liter.	Cost per head
1	2	3	4	4	6	7	8	9
1969	206,000	120,000	8,000	334,000	2,008	332,000	912	584
1970	206,000	137,000	10,000	353,000	4,172	348,800	3,566	98
1972	306,700	205,500	10,000	522,200	3,540	518,600	3,063	166
1972	302,900	36,000	5,000	343,900	4,481	339,400	3,387	100
1973 (estimates)	350,000	100,000	10,000	460,000	6,400	453,600	5,000	92

The above is a rough estimate, and the cost differs from year to year. Cost per head mainly depends upon the number of persons made literate.

Approx. Cost of Functional Literacy
Actual/Estimated Expenditure 1971 - 1973

Recurring

- Salaries of headquarters and field staff:	K 157,200

Capital

- Remuneration to instructors: 1971 - K 9,620 1972 - K 7,305 1973 - K 16,000	K 32,925
- Reading materials, stationery, chalk boards:	K 25,000
- Inputs for 1971 - 72 students one half acre plots:	K 70,000
- Training of supervisors and follow-up classes instructors:	K 6,000
- Radio sets - 1971 and follow-up classes:	K 13,800
- 25 scooters:*	K 5,000
- Classroom demonstration equipment for follow-up classes:	K 6,500
	K 159,225

Misc.

- Travelling on duty and petrol:	K 6,500
- Repair of vehicles:	K 1,500
- Office expenses:	K 2,000
	K 10,000

Total

Recurring:	K 157,200
Capital:	K 159,225
Misc.:	K 10,000
	K 326,425

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* Not a regular feature

Actual/estimated revenue	
- Fee realized from 1971 students:	K 5,930
- Fee realized from 1972 students:	K 8,129
- Fee to be realized from follow-on students:	K 4,000
	K 18,159
Increased yield by 2700	
- Students of 1971, each student's additional yield 8 bags à K 4/per bag:	K 86,400
- Estimated increased yield by 3800 students of 1972, each student's additional yield 4 bags (1/2 acre) à K 4:	K 60,800
	K 147,200
Total:	K 165,359
Grand total expenses after deducting revenue:	K 161,066
Total number of adults expected to become literate by end 1973: 4200	
Cost per head:	K 38
Cost per head if K 147,200 is not regarded as revenue:	K 73

It appears that functional literacy is proving less expensive than basic. Even if the 1969 high cost of basic literacy is ignored, the average cost per head between the years 1970 - 1973 comes to K 110, whereas for the functional literacy the maximum comes to K 73. In coming years it is likely to cost much less, since because of its experimental nature the pattern was not set, it took long time to do the feasibility surveys and prepare the reading materials. Thus the classes could not be started in time, or they dragged on and field staff had to mark time without engaging themselves in productive work.

In basic literacy the students buy the books and stationery, which are subsidized by governments. Since they buy few books, the amount spent by them comes on an average 30n per head. In functional literacy they pay a fee of K 2 in advance in lieu of the subsidized materials.

However in countries with established literacy administration the cost of Basic and Functional Literacy is not likely to differ very much. Salaries, cost of reading materials, supervisory cost and instructors' remuneration (if they are used and rewarded) would be about the same. The main difference would be in motivation and productivity. Because of high motivation in functional literacy, attendance is likely to be high and regular and drop-out minimum (10.8 % in Zambia), and this would result in a higher standard of literacy and perhaps a larger number of persons becoming literate. The greatest difference will be in productivity. In Zambia the production went up from 7 bags per acre to 16 bags per acre. The cost of input per acre was about K 20. The 9 additional bags fetched K 36.

E. Teachers/Organizers/Administrators

Training:

The Department runs a special training centre for organizers (known as Local Literacy Officers). They go through a year'a training course and are then given in-service training about twice a year. Senior staff go to Manchester, Denmark and University of Zambia. So far 10 have been thus trained out of which four are with literacy. The literacy teachers (called instructors) are trained locally by Local Literacy Officers themselves. The training was left entirely in their hands; no syllabus or programme was drawn up by Headquarters. Some did well, the majority gave cursory training. In-service training of instructors was not a regular feature.

Most of the instructors were local literate persons picked up by Local Committees with the assistance of Local Literacy Officers. In addition, following the usual approach of using students, an appeal was made to them to go out and teach. Mainly the secondary school students formed an association called Zambia Association of Literacy Clubs to embark, among other things, on teaching. About 2,000 were trained by the Local Literacy officers in how to teach, and certificates were given to them. They were enthusiastic young men, but in practice they did not prove very effective. Therefore, since March 1973 the system of using voluntary instructors has been totally given up. The Local Literacy Officers themselves will now teach.

The main reasons are as follows:

- Teaching is a serious business. Low qualified instructors really cannot teach especially functional literacy.
- K2 remuneration per month did not prove a sufficient inducement for voluntary instructors to stick to teaching.
- 'Supervision' did not prove a full-time job for the Local Literacy Officers. Most of them would remain at their stations and pay only cursory visits to the classes. Their supervisors at district level failed to supervise them effectively, due to lack of transport.
- From 1970 - 1972 each Local Literacy Officer, with his 12 instructors, turned out only 30 adults literate in the whole year.

It is expected that by this policy the standard of literacy acquired by the participants will be much better, attendance regular and higher, learning faster, and instead of 3,000 adults becoming literate a year 5,000 will become literate. There will be a well-defined definite job for the Local Literacy Officers to do and, in addition, there will be a saving of about K 22,000 which used to be paid to the instructors.

Training Centres

At Monze	At Kitwe	At Kabwe
trains rural C.D. staff	trains urban C.D. staff	trains all literacy staff

Total number of staff: 501

Literacy staff alone: 203

F. Teaching Environment

Some classes are held in community halls and homes but the majority of them meet in the open under a tree. This has several disadvantages: the seating place is uncomfortable, reading and writing materials cannot be used properly, even a slight shower is enough to thin attendance, and posters and chalk boards cannot be displayed properly. This is why it is emphasized that functional literacy classes should meet in shelter.

Generally classes meet in the afternoon between 2 and 4 when the women are free from work and men have returned from the fields.

G. Pedagogical Approach

The teaching method goes with the objectives. The objectives so far are as follows:
The participants should:

- acquire a high level of literacy in the vernacular. They should be able to read with understanding the vernacular newspaper and instructions written in a readable manner about agriculture and health, and acquire a useful level of writing and arithmetical skills.

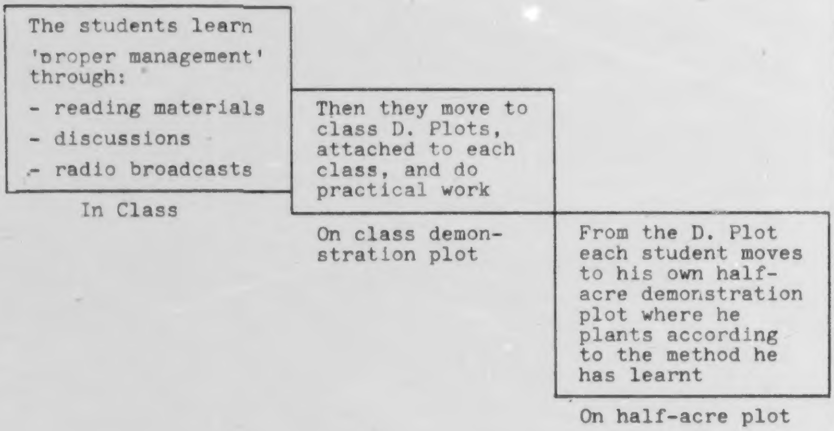
- have adequate training to increase their yield of maize per acre;
- become self-reliant in the production of maize. i.e. as far as possible use their own resources to keep on practicing 'proper management'.

Functional literacy is taught in two stages:

Stage 1: From March to October; the total class work is organized around the core subject of maize production, and practical training receives somewhat more attention than training in literacy skills.

Stage 2: From March to October next year; the total class work is organized around the core subject of secondary crops (cotton/groundnuts); much more emphasis on literacy skills with advanced arithmetic; final certificate after this stage only.

The teaching method adopted for the First Stage is shown below:



The students learn 'proper management' through:
- reading materials
- discussions
- radio broadcasts

In Class

Then they move to class D. Plots, attached to each class, and do practical work

On class demonstration plot

From the D. Plot each student moves to his own half-acre demonstration plot where he plants according to the method he has learnt

On half-acre plot

All the three steps are considered essential. Without the first it will be only agricultural extension, without the second practical training will be absent, and without the third the basis of self-reliance and change of attitude will not be laid. They try to practice each technical instruction, received in the class on the class demonstration plot. Practical work is guided by the instructors and occasionally by Local Literacy Officers and AAs. When the actual time of planting comes, i.e. November, they meet as a class only once a week, on the broadcasting day, for a short time. As they remain busy on their D. plots (and of course additional acres), the instructors, Local Literacy Officers and AAs. try to visit as many D. plots as possible and provide guidance on the spot. Planting is done with inputs aided by the Department. The class is on the farm, so to say, especially in November and December.

The teaching method for the Second Stage, still under experiment, is:

The same students learn:

- further literacy skills through six books
- discussions
- radio broadcasts

In class

Do practical work concerning use of natural manure; harvesting of groundnuts; mixing insecticides in the right proportion, and spraying for cotton

On class demonstration plots

When they move to their farms, they are on their own. But those who have their transistors can listen to special planting broadcasts and the Local Literacy Officers and AAs. also pay occasional visits. No grant for buying the inputs for groundnuts and cotton will be given as groundnuts need very little inputs, and it is expected that they will buy the cotton inputs from their maize savings. 2,000 farmers have enrolled in the second stage classes since March. We will be able to know their performance in November - December.

It should be noted that in order to practice 'proper management' in a realistic situation, the inputs for half an acre in the form of grant in aid is given to each student who meets certain criteria.

H. Teaching Materials

As can be seen from earlier description, functional literacy is one composite course divided into two stages. During the first stage the core subject of teaching is maize production. This will be so almost throughout the country as increase in the yield of maize is the national policy. Therefore the main textbook on maize is translated into different languages incorporating special requirements of a particular province. In one province the same book is used throughout, even though certain words differ from area to area within a province. Neither is it practical nor desirable to have different books for different groups because of slight differences.

Facilities are available for producing any type of reading materials in the country. The Department has the necessary staff, and there are private printers who can do a good job though at a very high cost and after long delays. Government printers' charges are reasonable but they require long notice to print books. The Information Department can produce and print beautiful posters, and so on. The printing work could be much swifter and the teaching started on time if the Department had its own multilith press. Swift production and efficient distribution are the main bottlenecks. Since functional literacy books are technical in nature, extensive consultation with the Department of Agriculture at Headquarters becomes necessary; this seldom proves enough. The production staff had to visit provincial research stations and agricultural officers to get the correct local picture. After the first draft is obeyed by the technical department concerned, translation begins, which also poses difficulties. Because of the variations in language within the same province not only the choice of technical vocabulary but some other words and expressions create problems. Vocabulary research is expensive and doesn't help to solve variation difficulties. On the other hand, it is much quicker and efficient for the Publication Officer to go to the province for a few days, sit with a district agriculture officer who speaks the same language and get the first draft translation done. Spot checking of language and doubtful recommendations also become easier. The first draft is checked again by radio broadcasters and Information Services. But this search for understandability could become a nightmare. Each reviewer would make extensive changes in the language according to the area he comes from. However, it is not difficult to find vocabularies and terms 'not spoken in the area but understood'. And this is the principle we follow. Some difficulty is also posed in the selection of orthography. The Department uses a new system which doubles the vowels and thus increases the word length. This is unpopular with the adults. But we use it as this has been so.

The most serious problem lies in the use, maintenance and distribution of any teaching aid. The difficulties of transportation and feedback are so enormous that nothing works satisfactorily except books with stout binding. We produced a flip book to go with the textbook. It reached only few classes. Great pressure was required for its distribution and use. There was a practical difficulty as well. If the class was meeting in the open where to hang it. We produced a series of action posters to be put up at prominent places one month in advance of the month the action was due. This seldom worked. Firstly the posters didn't reach the classes on time. Secondly the same problem of where to put them up. Ultimately most of them were put up on trees which were on the way of students to the class or on a tree near the class.

With the experimental classes radio broadcast was a part of the teaching method. Therefore 252 radio sets for the 252 classes, 50 for the 25 Local Supervisors, 8 for the two District Supervisors and 8 for Headquarters were bought. The plan was that if one or two class sets go out of order the Local Supervisor should pull them out and replace them with his extra sets. Similarly the District Supervisors should replace the Local Supervisors with his extra sets and his sets will be replaced by Headquarters. The Department would send the bad sets to the Ministry Headquarters for repairs and then channel them back to the field. But roughly 25 per cent remained out of commission all the time. Some hitch would develop at one point or another. Similarly the constant supply of batteries became another headache.

Such a simple item as a flash card has its own difficulties. Manila cards, a pair of scissors and felt pens could be bought. But their supply to each class and replacement of the felt pens when they get lost or dry up is likely to prove a hurdle. Last year certain items were bought for the 252 experimental classes. They didn't reach them. This year we are going to try again.

When the Literacy Programme was started in Zambia it seems great importance was attached to visual aids. Cameras, slide projectors, slides and hand duplicators were bought. At some provincial headquarters even special rooms were built for them to house them. But they were seldom used, and the items which still remain are safely locked up.

It is perhaps a mistake to advise developing countries to commit their limited resources to visual aids and gadgets without exploring the following:

- Do Officers at all levels have the experience and habit of using visual aids?
- Do fast communication facilities exist right from headquarters to the far flung classes? Otherwise it will take time even to know what is required by the classes and to service them in time.
- Are the physical field conditions conducive to the use of visual aids and for what type?
- What is the administrative arrangement for repairs and servicing?
- Are visual aids in addition to the printed ones in the textbook really needed?
- Perhaps it is true that actual photographs, slides, models, films, etc., would generate further interest and make learning faster and easier but the additional advantage must be carefully weighed against practical difficulties and cost.

I. Research

The Functional Literacy Experimental Pilot Project started in 1971 has already been mentioned. The idea was that if it proved successful basic literacy would slowly give way to functional literacy in selected areas of all provinces. It seems it did prove a better approach of rural development to which government attaches very high priority.

The following facts are indicative of its success:

- Acceptance by farmers:
  During the First Phase maximum enrolment expected was 3,000 and 2,879 enrolled. During the Second Phase maximum enrolment allowed was 3,350 and 4,160 enrolled. The expected enrolment in the follow-on classes was 60% of the First Phase students (2631) at the time of the closure of these classes, i.e. 1,578 students, but the number enrolled is about 2,000. On an average, there were 11 students on roll per class and 7 were present in each session. 94 - 121% of the planned sessions were held. The total drop-out from the highest enrolment was 10,8 per cent. Expected fee in 1971 was K 5,896 and the actual fee subscribed was K 5,930. Expected fee in 1972 was K 8,250 and the actual fee subscribed was K 8 129.

- Increase in productivity:
  Pre-literacy yield according to our estimate was 7.2 bags per acre and according to the central statistic office 5 bags per acre. Post-literacy yield was 15.8 bags per acre.

- Self-reliance:
  Data analysed so far for 323 students shows that they planted on an average 2.3 acres (recommended two acres) with all the necessary inputs bought with their own savings from the last year's increased yield and according to the correct method.

- Literacy:
  A test in reading comprehension, writing and arithmetic was given to 60% of the participants under the direct control of Lusaka. 50.4% have qualified.

Because of the above favourable results, the 'pilot' purpose of the project has been served: Government has already decided to spread the same method of literacy teaching to six provinces of the eight by 1975.

Perhaps the stage has not been reached to carry out sophisticated and psychological research and use the slight advantages which such researches usually indicate to polish up the Programme. Some findings of research done elsewhere are available showing for example reasons of drop-out, reading preferences of adults, age groups, attitude of workers towards their jobs, attitude to literacy, retention of literacy and so on.

In my opinion, short studies should be done particularly on: administration, communication and feedback, reading methods and materials, examinations and certificates.

The Department has now no research section as such. There is however a section which maintains and analyses simple class data like attendance, drop-out, examination records, sessions held, enrolment, etc. The head of the section, a diploma holder from Manchester, and having a considerable experience in literacy, can, in my judgement, carry out the suggested studies, provided he gets a chance of further training especially in research methods.

Research reports are often set aside by administrators and policy makers 'to be read at leisure'. The wished for leisure generally eludes them. Memories of days of painful statistical calculations, correct to the decimal point, haunt the researcher. Usually he is much junior in the administrative ladder. He can't take action himself to implement his findings. Moreover implementation means in practice, change in work on the part of colleagues, which may not be placable. Therefore, especially in action research, it is strategic to involve the colleagues and the 'boss' so that they can sse the reality for themselves. Thus the findings may come to be regarded as joint findings and practical steps might readily be taken to implement them.

J. Follow-Up to Literacy Education

The Department is the largest publishing house of simple books in vernacular for adults of limited reading ability. Books published so far are:

Language	No. of titles	No. of copies published 1965-1972
Lozi	51	194,137
Tonga	65	197,310
Kaonde	54	104,087
Bemba	52	398,362
Nyanja	60	233,067
Lunda	41	97,029
Luvale	44	102,975
Total	367	1,326,967

In addition, there are regular weekly newspapers, story and religious books published by commercial concerns.

The follow-up books published by us are on various topics. But all of them are of the same grade and, it seems, literally follow the 'white space' concept of readability. They have plenty of white space on a page with three or four spacing between the lines with the result that there is little reading matter for the price. This is the complaint of the adults "we finish them so quickly", or "they are very simple". A few books picked up at random have been analysed below to show this:

Language	Title	Size	No.of pages	Average No. of words p.page	Price	Remarks
Luvale	Groundnuts	51/2x 8 1/2	48	21	9n	About 40 words per page would have provided enough reading matter with sufficient white spacing
Kaonde	Five Fighting Sons	"	32	28	9n	
Nyanja	Plan a Happy Future	"	32	45	12n	

Language	Title	Size	No.of pages	Average No. of words p.page	Price	Remarks
Tonga	Drawing Room	51/2x 8 1/2	14	28	5n	(see page before)
Tonga	Youth and his Parents	"	32	29	9n	

However, in spite of a few shortcomings it seems that the new literates would very much like to read these books. During the 1969 Evaluation the evaluators selected a few books, and left them with the new literates with the request that they should read them carefully, saying that they would come back the next day to ask their opinion about them. In quite a large numer of cases the people were reluctant to return the books after interview. As a matter of fact most of them were bought on the spot, the evaluators ran out of the selected books and we gave up the effort to try to find out if the books were liked by the people. This doesn't mean that the books do not need revision. But in the absence of a better alternative the people, it seems, would like to buy and read them.

But distribution mechanism is the bottleneck. Here is an interesting account of a few bottlenecks:

When the Local Literacy Officer would reach the village or the class with a number of books, which was rare, the people may not have had the cash ready. And when they had he may not have reached them.

A large steel box was given to each Local Literacy Officer to carry books to the class for selling and display purposes. They are still lying in the field and were seldom used. The reason, in the words of a Local Literacy officer: "They were to heavy to be carried by hand, they could not even be carried on a bicycle. They were a big joke."

Since they are called follow-on books, the impression gained ground among the Local Literacy Officers and even in some headquarters that they were taboo to students in the class. They should not be given to the students till they pass the test. As a matter of fact most of them are so simple that adults who finish primer 3-4 could read them. At least the lapsed students could read them easily. A Local Literacy Officer had this to explain, "I sold very few follow-on books because very few passed from my classes". When asked why she did not sell them to the students in the classes, she said, "How could I give them to the students unless they had passed. These are follow-on books to be sold to them if they pass."

The system was revised in 1971, a target of selling primers and follow-on books was set for each Local Literacy Officer with the instruction that the follow-on books should be sold to the students if they want to buy and read them. Here are the results:

Year	No. of students on roll (approx)	Expected 50% who would buy primers and follow-on books	Money to be banked at 4 primers + one arith. book per student	Money to be banked at 5 follow-on books per student	Total money banked
1971	15,000	7,500	K 4,125	K 1,875	K 4,000
1972	12,900	6,450	K 3,547	K 1,612	K 4,568

It was thought that not all the students would buy the books. Therefore, for the purpose of the target a liberal 50% non-buying students was allowed. It is difficult to separate the 'money banked' into banked for primers and follow-on books. But in 1972 there was an excess of about K 1,000 over the primer amount target (K 3,547). Since a set of 5 follow-on books cost about 25n, it appears that 20,000 copies of follow-on books were bought as well. This works out around three books per expected student.

In addition the following would also help in continued reading:

- The new literates could continue to buy themselves the vernacular newspaper, the reading of which has recently been introduced in the follow-on classes.
- The Rural Information Service publishes a useful farm magazine which is now available at rural grain buying depots. This could be brought to the notice of classes.
- The Departments of Agriculture, Cooperates, Animal-Husbandry, Marketing, Health could be approached to print their bulletins and occasional instructions in local languages as well. Copies could be sent to field workers for supplying them to the classes.
- Small libraries could be set up at district level with the assistance of the Zambia Library Service and possibilities of using school children as carrier of books could be explored.
- The Broadcasting Unit could keep on informing the classes in the Literacy Broadcast time about these additional sources of reading.

Admission data in the classes are not a clear indication that the school leavers who join them had relapsed and to what extent. In the Functional Literacy classes the proportion of genuine (illiterate) and lapsed (had gone to school) students is as follows:

	Genuine students	Lapsed students
1971	2019	690
1972	3205	496
Total	5205	1286

Thus the lapsed were about 23 per cent. No initial reading test is given to the lapsed students, except the one I gave to 374 of them in connection with the study: The total score was 40, the mean score 21.3 and the median score 21.

K. Continuing Education

There is no definite planning to integrate adult literacy with different activities of adult education or to see with which it could be integrated. In my opinion the following adult education activities could be of some use to new literates:

1. President's Citizenship College. It has started giving informal short courses, mostly through lectures, on aspects of citizenship and community development.
2. Extra Mural Classes of the University of Zambia (lectures on economics, history, political relations, etc.).
3. Correspondence Study by the University of Zambia leads to higher formal education.
4. Farmers' Training Centres, organizes short courses on aspects of agriculture farmers are interested in.
5. Leadership Courses, organized by the Department.
6. Evening Schools, run by the Ministry of Education; new literates can join them and study up to form IV, and beyond.
7. Women Clubs
8. Radio Listening Groups
9. Radio Farm Forum

The new literates cannot benefit from 1. to 3. The level of education is high and most work is done in English. They do go to the Farmers' Training Centres and, as a matter of fact, we encourage them to do so once they have become literate. They can and do enrol in No. 5. It is No. 6 which the younger ones like and go to. To my mind it is unfortunate. This only leads to the deprivation of villages with young blood, adds to the drift to town and ultimately may create a gutter in the employment market when they will have to compete with secondary school leavers. Since the objective of Functional Literacy is increase in production, only the old will be left to produce if most of the young functionally literate decide to join the Evening Schools. No. 7, 8, and 9 are meant for rural adults. Some new literates join them.

The radio broadcast is used to motivate and encourage students to join classes. There is no evidence of its usefulness. In my observation it has not much effect. Adults join classes when they feel there is tangible benefit from doing so. Perhaps few are carried away by dramatization and appeals.

Except for Nos. 3 and 6, all are free.

There are no statistics available as to how many join different activities. I think that the supply exceeds the demand. Except the Functional Literacy classes and the Evening Schools I haven't observed any activity from which adults have been turned away because of limited space. On the other hand, it is the constant worry how to interest workers in the activities.

L. Summing Up

Accomplishments

1. The target system for each officer to make a given number of persons literate and sell a minimum number of books.
2. Doing away with the system of voluntary instructors and making the officer directly responsible for teaching.

3. Evolving a method of functional literacy leading to:
   - the acquisition of a high level of literacy - newspaper reading;
   - high increase in the yield of the staple crop;
   - the creation of the means and attitude to rely on themselves.
4. Coming out with a bold policy that as so many sections of the population receive government grant in one form or another, the functional literacy students, too, should receive grants for inputs for 1/2 an acre for motivation, attitude change, and learning improved methods of agriculture.
5. The functional literacy method has proved very useful. It is intended to expand this approach all over the country.

Problems:

Functional literacy is a recently introduced programme. The staff still lacks experience and training in planning, assessment, quick administrative action and supervision. Some of them are being trained on the job. But it is highly desirable if a few more of them get higher University training, especially in planning, administration and assessment.

Funds usually approved by government are not too bad. However, with the amounts allocated swift expansion will be difficult. Lack of motorized transport is almost killing. A small printing press would be of extreme value in reducing cost, getting the printing done on item, and thus starting the teaching with the agricultural calender.

Target Register of Adults to be Made Literate in Zambia in 1970

Province	No. of LLOs.	No. of DLOs.	Total of both	Total No. of expected classes at 12 per officer	Total expected enrol. at 15 adults per class	Adults to be made literate in 1970 after 50% drop-out
Central	10	2	12	144	2160	1080
Copper-belt	11	1	12	144	2160	1080
Eastern	13	1	14	168	2520	1260
Luapula	16	1	17	204	3060	1530
Northern	13	2	15	180	2700	1350
N/Western	14	1	15	180	2700	1350
Southern	11	1	12	144	2160	1080
Western	12	1	13	156	2340	1170
Total	100	10	110	1332	19980	9990

Target Register of Sales of Literacy Books in Zambia in 1970

Province	Total No.of DLOs. and LLOs.	Total No.of expected classes	Total No.of expected enrolment at 15 adults	Total expected 50% who would purchase primers and Follow on Books	Sales of Books		
					cost of 4 primers the Arith book at 55n per Student	Cost of S.F. on Books at 25n per Student	Total to be banke in 1970
Central	12	144	2160	1080	594.00	292.50	864
Copper-belt	12	144	2160	1080	594.00	270.00	864
Eastern	14	168	2520	1260	693.00	315.00	934
Luapula	17	204	2360	1530	841.50	327.50	1214
Northern	15	180	2700	1350	742.50	337.50	1080
N/Western	15	180	2700	1350	742.50	337.50	1080
Southern	12	144	2160	1080	594.00	270.00	864
Western	13	166	2340	1170	643.50	292.50	936
Total	110	1332	19980	9990	5450.00	2439.50	7889

TARGET REGISTER OF ADULTS TO BE MADE LITERATE IN ZAMBIA IN 1970

Province	No.of DLOs.	No.of DLOs.	Total No.of both	Total No.of expected classes at 12 per Officer	Total No.of expected enrolment at 15 adults per class.	Adults to be made literate in 1970 after 50% drop-out
Central	11	2	12	144	2160	1080
Copper-belt	11	1	12	144	2160	1080
Eastern	12	1	14	168	2520	1260
Luapula	16	1	17	204	3060	1530
Northern	13	2	15	180	2700	1350
N/Western	14	1	15	180	2700	1350
Southern	11	1	12	144	2160	1080
Western	12	1	13	156	2340	1170
Total	100	10	110	1332	19980	9990

10.2. A GENERAL SYNTHESIS OF ADULT LITERACY ACTIVITIES

(based on the Country Reports)

Elaborated by the International Institute for Adult Literacy Methods, Teheran

Introduction

In a world of permanent change and evolution of techniques, education as a social institution has also permanently to change its contents and techniques in order to cope with the pressures of accelerated modernization and an ever-expanding and changing body of knowledge. Education has to become a permanent process of adaptation to change, learning and growth of the individual personality.

According to the latest statistics of UNESCO, around one third of the world's adult population is illiterate, the majority of whom are in the active age group of 15 to 45, and although they have never been in any formal educational system, most certainly are all occupied in some jobs. A glance at the adult illiterate distribution throughout the world clearly shows that there are more illiterates in the less developed parts of the world (Africa, Asia and Latin America) than in the more developed areas. This fact means that the adult illiterate population is basically predominant in countries where the modernization of agriculture and industrial development are urgently needed. This is why, since 1965, after the Teheran Conference, UNESCO has decided jointly with interested countries, to experiment with a new approach and methodology in adult literacy.

By this new approach one tries to give the fight against illiteracy its proper value; that is to say, literacy is no longer considered as an aim in itself but as a means for the harmonized development of a person. This necessitates that literacy as a stepping stone to continuing education has to become an integral part of adult education. This new approach, called Functional Literacy, is based on an existing relationship between Man and his work, (the word "work" is used in the large sense of the word). It helps Man and his community to develop at the same time and integrates the individual's interests with those of the Society.

The following synthesis, based on adult literacy activities of eight African countries (Ethiopia, Ivory Coast, Mali, Nigeria, Somalia, Tanzania, Tunisia and Zambia) and Iran, as reported by the delegates at this Symposium, demonstrates the efforts accomplished in the adoption of a new approach and policy in combatting illiteracy. However, one basic inherent fault of this synthesis needs to receive attention in the beginning of this report. Although concepts such as "functional literacy", "conscientization", "continuing education", etc., are used by all respondents, one cannot be sure that all interpretations of these concepts carry the same meaning in the minds of the respondents. In other terms, since the terms used by literacy field workers in various parts of the world are not standardized, it is possible that the synthesis of the responses might be somewhat erroneous due to the lack of precision in definitions. This points out the need for standardization of terms in the field of adult education, both at national and international levels.

A. The Need for Adult Literacy; Literacy Policy

All countries under synthesis have expressed the opinio that adult literacy is considered a major problem by both educators and policy makers.

These countries have all integrated or are integrating the adult literacy programmes into their national development plans, but the nature and concept of integration differs from one system to another. For example, some countries such as Somalia, Tunisia and Tanzania, give priority to awareness (conscientization) and active participation of all nations in reconstruction of the country. Other countries, such as Iran and Mali, give priority to integration of literacy into agricultural or industrial plans in order to train skilled workers.

A real bottleneck underlined by all projects in the development of adult literacy activities is the shortage of adequate staffing and financing, particularly in the field of experimentation and research. This indicates that, in spite of the fact that all policy makers view illiteracy as a major "problem" in their development, they have not yet overcome the shortage of trained personnel for literacy activities, nor have they allocated a sufficient budget to this task.

In order to eradicate adult literacy, some countries (Ethiopia, Iran, Nigeria, Tanzania, Tunisia and Zambia) have adopted two approaches: one massive, for teaching basic literacy (3 R's) to adult illiterates wherever the possibilities have existed, the other selective, used for the teaching of functional literacy. This means adult literacy is focussed in developing areas where adults are supposed to be more motivated to learn literacy skills besides improving their professional abilities.

The adoption of a literacy policy is justified by Iran, Zambia, Tanzania, Ethiopia and Mali as follows:

- to achieve universal literacy;
- to increase productivity through improvement and modernization of production techniques; and
- to experiment with new adult literacy methods.

Other countries, such as Nigeria, Somalia, Tanzania and Tunisia explain their literacy policy only on the basis of the urgent need to make the adult population aware of their rights in order to integrate them into nation-wide reconstruction.

A. The Need for Adult Literacy: Literacy Policy

Table I

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Is Adult Literacy considered a major problem by:	- educators?	x	x	x	x	x	x	x	x	x
	- policy makers?	x	o	x	x	x	x	x	x	x
Is Adult Literacy integrated into socio-economic plans?		x	o	x	-	x	x	x	x	x
Is adequate ... available?	- staffing	-	-	-	-	-	-	-	-	-
	- financing	-	-	-	-	-	-	-	-	x
Is literacy considered as:	- making up insufficient primary schooling?	o	o	x	x	x	x	x	o	x
	- national unity through socio-economic development?	x	x	x	x	x	x	x	x	x
	- training skilled producers?	x	x	x	x	o	x	x	x	x
Is policy adopted	- basic literacy (massive approach)?	x	x	-	x	x	x	x	x	x
	- functional literacy (selective approach)?	x	x	x	x	-	x	x	x	x
Reasons for selecting this policy	- to achieve universal literacy?	x	o	x	o	o	x	o	x	x
	- to increase production through modernization of techniques?	x	x	x	x	o	x	x	x	x
	- to make adult population aware of their needs? (conscientization)	o	x	x	x	x	x	x	o	o
	- experimentation?	x	x	x	x	o	x	x	x	x

Key: x : Positive answer
- : Negative answer
o : No answer

B. Overview of Present Adult Literacy Education

The total number of adults participating in either basic or functional literacy classes is a quantitative criteria which by itself cannot be significant. However, the comparison between the number of participants and the answer given to the question (Does the demand of participation in the literacy classes exceed the supply?) clearly shows that the supply has not yet met the demand, except in the case of Tanzania, where the relatively high number of participants correlates with the negative replies to the above question.

Replies concerning the distribution of classes in urban or rural regions clearly show that classes are more centralized in urban regions, despite the fact that a large number of illiterates are usually living in rural areas. Due to the lack of proper roads and transportation means, access to remote villages is hardly realized, so schools and literacy classes are scarcely available for a large part of the rural population.

According to the fact that illiteracy is more common among members of the female population, we find that the majority of participants in literacy classes, except in Mali, are women.

Data concerning the age group of participants show that they are mostly in the active age group 12 - 50, except for Mali, where nine- and even seven-year-old children attend adult classes. In Mali, where there are only functional literacy classes in which homogenous workers (from the point of age, profession, etc.) can participate, it is surprising to see children of 7 years of age, as they seem too young to sit with adults in the same classes and benefit from the same programmes.

B. Overview of Present Adult Literacy Education

Table II

Items	Countries								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Total number of adults in literacy classes: - basic literacy	225,000	7,000	-		247,257		14,733	9,000^x	286,654
- functional literacy	28,000	o	70,000				115	7,000^x	122,118
Does the demand exceed the supply?	x	5,000		x	o	x	o	o	-
Classes are more clustered in: - urban centres?	x	o	x	x	x		o		x
- rural centres?		o	x	-		x[1)]	o	x	
Majority of participants are: - women	x	o		x	x	x	o	x	x
- men?		x	x	-		-	o		
Age group of participants?	18-50	15-45	7-35 15-35	15-40	15-35	All age groups	13-40^F 15-45^M	+15 20-35	12-45

Key:
x : Positive answer x : expected
- : Negative answer F : Female
o : No answer M : Male

1) Tanzania: more classes serve the rural population (94%) clustering may not mean relative bigger portion of the total number of classes serving the urban population.

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C. Administration of Literacy Activities

According to the importance of the adult literacy problem confirmed previously, we have found that besides the Ministry of National Education, several other ministries are involved in adult literacy activities. For example, the Ministry of Social Affairs in the Ivory Coast, Mali, Tunisia, and Iran; the Ministry of Rural Affairs in Ethiopia, Ivory Coast, Zambia, and Iran: the Ministry of Information in Mali; the Ministry of War in Ethiopia, Ivory Coast and Iran; the Ministry of Labour in Mali and Iran.

Two countries (Somalia and Tanzania) have explained that all their ministries are engaged in adult literacy activities. In the private sectors there are mostly women's organizations, religious groups, and students' unions contributing to the promotion of adult literacy.

Adult literacy activities in most countries, with the exception of Iran, are administered jointly with adult education and separately from primary education.

There is a national coordinating committee in charge of planning, execution, supervision, preparation of reading materials, training of teachers and financing, with the exception of Iran, where adult literacy is administered by a national coordinating committee; the executive tasks are administered by the responsible ministries and organizations.

C. Administration of Literacy Activities

Table III

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
In public sector:	- Ministry of Education	x	x	x	x	x	x	x	x	x
	- Ministry of Social Affairs		x	x	x			x		
Ministries or organizations responsible for adult literacy	- Ministry of Youth and People's Education		x							
	- Ministry of Rural Affairs or Community Development	x	x		x				x	x
	- Ministry of Information			x	x					
	- Ministry of War	x	x		-					x
	- Ministry of Labour			x	x					x
	- Women's Organization	x	x		x		x			x
In private sector:	- Religious Organization	x	x	x	x		x			-
	- Students' "	x		x	x	x	x		x	-
Is adult literacy administered with:	- adult education?	x	x	-	x	x	x	x	x	-
	- primary education?	-	x	-	-	-	x	-	-	-
Is there a national coordinating committee?		x	x	x	x	x	x	x	x	x
What is the role of N.C.C.?	- planning	x	x	x	x	x	x	x	x	x
	- execution	x	x	x	o	x	o	o	o	-
	- supervision	x	x	x	o	x	x	x	x	x
	- preparation of reading materials	x	o	x	o	o	o	o	o	x
	- training of teachers and technical staff	o	o	x	o	o	o	o	o	x
	- financing	o	o	x	o	x	o	o	o	x

D. Financing

The percentage of the total budget allocated to national education shows a range of varieties from the lowest in Nigeria of 6.45 per cent to the highest is Tanzania and Zambia of 30 per cent.

But the percentage of the national budget for education allocated to literacy activities within these countries is significantly different. This variety can be interpreted as being the importance attached to literacy activities by respective countries, especially when we find that the highest number of participants in literacy classes is reported by Tanzania and Iran, and these are the countries which have allocated a higher portion of their educational budget to literacy activities.

The trend of public expenditure on literacy activities has increased during the last few years in Nigeria, Ethiopia, Tanzania, Zambia and Iran.

International support consists of equipment, financial and technical assistance (technical staff), usually provided by UNDP, UNESCO or some European countries such as West Germany, Sweden, etc.

Except in Nigeria, literacy classes are free of charge.

Literacy teaching materials are paid for in basic literacy and are free of charge in functional literacy, except in Tunisia where in both approaches materials are free of charge.

The unit cost per adult literate is a quantitative criteria which varies from one country to another and it is also different from one approach to another within the country, e.g. Ethiopia, Zambia and Iran. However, in Zambia the lower unit cost of K 73 in functional literacy compared with K 110 in basic literacy is explained by more active participation of motivated adults in functional literacy classes.

D. Financing

Table IV

Items	Countries								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Percentage of total budget allocated to education	19.03	25.00	26.00	6.45 1)	17.00	20.00	30.00	30.00	20.00
Percentage of total budget for education allocated to literacy	0.63	3 - 4	0.20	0.70	0.27	10.65	o	2.60	8.50
Has public expenditure on literacy increased during the last few years	x	-	o	x	o	x	o	x	x
Any financial support? - financial	x	-	x	x	x	x	x	x	x
- equipment	o	-	x	x	o	x	x	x	x
- technical staff	x	-	x	x	x	x	x	x	x
Is any fee required for participation in literacy classes?	-	-	-	x	-	o	o	-	-
Do literacy teaching materials have to be paid for? - basic literacy	sometimes	-	o	x	x	o	-	x	x
- functional literacy		-		x subsid.		o	-	x	-
Unit cost per adult literate - basic literacy	Eth.$ 17.65	o	-	25% of primary school unit c.	Cannot be estimated	o	o	110K	$26.0
- functional literacy	Eth.$ 18.92	o	$17.80			28TS	o	73K	$74.0

Key: X : Positive answer
- : Negative answer
o : No answer

1) at federal level but about 25 - 40% at state level

E. Teachers/Organizers/Administrators

Teachers are recruited largely from school teachers of primary or secondary levels. Skilled workers, technicians, volunteers and students are other groups who contribute to teaching in literacy classes. However, wherever functional literacy classes are held teachers are mostly recruited from professional groups.

All teachers are remunerated (except in Mali and Somalia, where they are mostly volunteer students). However, we found that teachers are often better paid in functional literacy classes (the amount of remuneration is indicated in the national currency of each country).

With the exception of Nigeria, all teachers receive pre-service training and also in-service training, in order that they may become familiarized with adult psychology, teaching methods and the contents of programmes.

With the exception of Tanzania and Nigeria the training of adult literacy teachers is not yet included in any teachers' training college.

Some countries make use of mass media such as radio (Ethiopia, Nigeria, Somalia and Tanzania) or TV (Nigeria), films and newspapers (Ethiopia and Somalia) in the training of adult literacy teachers. Other countries, such as Iran, have made use of cassette techniques in the training of their functional literacy teachers in the experimental phase, where they have found positive results as concerns the efficiency of these new techniques.

Supervision is done partly by local staff, teachers' trainers, literacy teachers themselves or by inspectors (Ivory Coast, Tanzania, Tunisia and Iran). There are also technicians and heads of literacy departments (administrators) who supervise literacy classes (Mali, Tunisia, and Iran).

Training of personnel in all countries is provided both at the national and the international levels in the form of seminars, workshops or scholarships given by international agencies or universities.

E. Teachers/Organizers/Administrators

Table V

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Classification of teachers:	- school teacher	x	x 54%		60%	x 30%	x	x	x	x
	- skilled worker (technician)	x	x 41%	x	x)	-	x	x	-	x
	- volunteers	x	x 5%	x	x) 40%	x 10%	x	x	x	x
	- students	x	o		x)	x 60%	x	x	-	-
Teachers' remuneration per month:	- basic literacy	Eth. $ 40-60 per course	500Fr. p.h. 36.000-60.000	Majority are not paid	Kobo 25 - 1.00 ₦	Teachers are not paid	T.Shil. 30	0.490 D p.hour	2 K	Rls. 400x p.new liter.
	- functional literacy	Eth. $ 20-30			Kobo 25 - 4.00₦		T.S. 30[1]		4 K	Rls. 2600
Teachers' training:	- pre-service training	x	x	x	x	x	x	x	x	x
	- in-service training	x	x	x	x	x	x	x	x	x
Is teachers' training in adult literacy included in any teachers' training college?		-	-	-	x only one	-	x	-	-	-
Is mass media used in teachers' training?	- radio	x	o	x	xx x	x	x	o	o	-
	- TV	-	o	-	x	-	-	o	o	-
	- cassettes	x	o	x	o	-	x	o	o	x F.L.

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[1] Voluntary teachers

continued

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Is mass media used in teachers' training?	- films, slides	x	o	-	x	-	x	o	o	-
	- newspapers	x	o	-	o	x	x	o	o	-
Who supervises the literacy work?	- local literacy teachers, inspectors	x	x	x	inspect. x	-	x	x	x	x
	- teacher trainers	o	o	-	x	-	x	o	o	x
	- technicians	o	o	x	o	-	-	o	o	x F.L.
	- head of literacy department	x	o	x	x	-	x	x	x	x
Is training of personnel provided?	- inside the country	x	x	x	x	x	x	x	x	x
	- abroad	x	x	x	x	o	x	x	o	x

Key:
x : Positive answer
- : Negative answer
o : No asnwer

x : $ 1.00 = 76 Rials (before devaluation)
xx : Experimental
FL : Functional Literacy

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F. Teaching Environment G. Pegagogical Approach

Literacy classes are mostly held in working places, community centres, literacy centres and school classrooms. Some classes take place in private houses, in the open air or in churches.

Classes are usually held after working hours, especially for women. There are some classes, mostly in functional literacy, which are held during working hours (in Ethiopia, Ivory Coast, Mali and Tanzania).

Reading teaching method is variable according to the characteristics of each language from one country to another.

- The Synthetic Method is used in the Ivory Coast and Somalia.
- The Eclectic Method is used with more frequency in Ethiopia (in functional literacy), Mali (in basic literacy), Tunisia and Iran, (in both approaches).
- The Laubach Method is used in basic literacy in Ethiopia.

Writing is emphasized in every programme of each country.

Mathematics is included in literacy programmes and is taught according to the traditional method. In functional literacy, the content is more work-oriented.

The total number of hours needed to make an adult literate varies in basic literacy from 48 hours (Nigeria) to 500 - 600 hours (Ivory Coast), and in functional literacy from 144 hours (Tanzania) to 600 hours (Mali). In Mali, depending on the industrial or agricultural sector, the total number of hours is different (600 hours industrial; 300 hours agricultural).

In functional literacy, programmes are all diversified according to the identified needs of professional groups. In basic literacy, except in Zambia where programmes are diversified from the linguistic point of view, and Iran where programmes are divided between rural and urban areas, there is no more than one programme.

Examinations are held in all literacy classes except in the Ivory Coast.

Certificates are issued to those who succeed in literacy examinations.

F. Teaching Environment

Table VI

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Where are literacy classes held?	- school classes	x			x	x	x	x		x
	- community centres	x	x		x	x	x	x		x
	- work places	x	x	x	x	x	x	x		x
	- churches, mosques	x			x		x			
	- literacy centres	x		x	x	x	x		x	x
	- private houses	x	x			x	x			x
	- open air				x somet.	x	x	x	x	
When are classes held?	- during working hours	x	x	x	-	-	x		-	-
	- after working hours	x	x	x	x	x	x		x	x

Key: x : Positive answer
- : Negative answer
o : No answer

N.B. Inadequate equipment in literacy classes is expressed by all projects.

G. Pedagogical Approach

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Teaching method used:	- global				xx		x		o	
	- synthetic		x		o	x	o		o	
	- eclectic	x F.L.		x	x		o	x	x	x
	- Laubach	x B.L.			x		o		o	
Is writing emphasized?		x	x	x	x	x	x	x	x	x
Is mathematics included?		x	x	x	x	in 2nd phase	x	x	x	x
Total number of hours needed to make an adult liter.:	- in basic literacy	160-200	500-600			144			200	
	- in functional literacy	300-400		600^{x} 300^{xx}					450	
Are programmes diviersified?	- in basic literacy	-	-		-	-		-	x^{xxx}	x
	- in functional literacy	x		x	x		x	x	x	x
Language used:	- national	x Amharic	x French	x Bambara	-	o	x Suahili	x Arabic	x	x Persian
	- vernacular				x	o			x	x
Are examinations held?		x	-	x	x	x	x	x	x	x
Are certificates given?		x	-	-	x	x	x	x	x	x

Key:
x : Positive answer
- : Negative answer
o : No answer

x Industrial sector
xx Agricultural sector
xxx From linguistic point of view

H. Teaching Materials

Primers are used in all literacy classes and are usually accompanied by charts and flashcards. Teachers' guides are used wherever functional literacy is taught (Ethiopia, Mali, Tanzania, Tunisia, Zambia and Iran).

Programmed instruction is being experimented with in Iran.

The use of audio-visual aids is mostly based on diffusion of radio programmes destined for the adult population.

- The use of TV is foreseen for out-of-school education in the Ivory Coast. It has recently been introduced in Nigeria for adult literacy purposes. In 1968 Tunisia had TV programmes for adults' literacy teaching and general culture.
- Cassettes or tape recorders are used in Ethiopia, Tanzania, and Iran. In the last two countries it has mainly been used for the training of teachers as a micro-experiment.
- Films or slides are used occasionally in Ethiopia, Mali, Nigeria, Somalia, and Tanzania.

In relation to Mr. Mushtaq Ahmed's doubts concerning the use and efficiency of audio-visual aids in adult literacy, it should be stressed that the real problem of introducing new communication means into teaching processes, especially in developing countries, is not what devices should be used but how to use such devices. This is still a crucial problem to be solved in countries where the most sophisticated devices are produced. How, therefore, can developing countries, which are mostly the consumers of these means, be expected to use them without having had enough skill or competency in manipulation, maintenance and production of proper materials for such devices?

Teaching materials are mostly produced by the National Coordinating Committees, and in some cases with the collaboration of executive ministries, such as in Zambia and Iran. In those countries where functional literacy is administered separately from basic literacy, such as Iran and Mali, the programmes are produced by functional literacy executive headquarters.

H. Teaching Materials

Table VIII

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
What teaching materials are used?	- primers	x	x	x	x	x	x	x	x	x
	- charts	x	x	x	x		x	x	x	x
	- flash cards	x		x	x		x	x		x
	- teachers' guides	x	o	x	x^{x}	x	x	x	x	x
	- programmed instruction									x Exp.
What audio-visual aids are used?	- radio	x	x	x	x	x	x	x	x	
	- TV		x		x		-	x		
	- cassette	x					x			x Exp.
	- film, slides	x		x	x^{x}	x	x			
Who produces teaching materials?	- Executive Ministry		x	x	x^{xx}	x			x	x
	- Coordinating Committee	x	x	-		x	-	x	x^{xxx}	x^{xxx}
	- Functional Literacy Execut. Headquarters			x	x^{xx}		x			x

Key: x : Positive answer x Occasionally
- : Negative answer xx Mostly volunteers (religious agencies) produce reading materials
o : No answer xxx With Consultation
Exp.: Experimental

L. Research

The countries which have had Functional Literacy Pilot Projects are those having carried out experimental research in adult research in adult literacy (Ethiopia, Mali, Nigeria, Tanzania, Tunisia, Zambia, and Iran).

Executive Ministries or National Coordinating Committees in the public sector are usually responsible for research. In the private sector, universities are the only institutions carrying out some research in adult literacy, such as in Mali, Nigeria, Tunisia and Iran. Although in most countries there is no institution purely for research in the field of literacy, we have found that the evaluation unit of the Work-Oriented Adult Literacy Pilot Projects could be considered as being the most active agent in research for different aspects of teaching-learning processes. (For example, Iranian WOALPP's Evaluation Unit has done the most valuable research in this aspect.)

The research which has been carried out is mostly in the following fields:

- sociological surveys in Ethiopia, Mali, Nigeria, Zambia and Iran;
- cost-benefit studies in Ethiopia, Nigeria, Tanzania, Zambia and Iran;
- testing cognitive attitudes of participants and effectiveness of different types of instructors in Ethiopia, Mali, Nigeria, Zambia and Iran;
- compiling statistics in Ethiopia, Mali, Tanzania, and Iran;
- retention in Tunisia and Iran;
- drop-out in Tunisia, Zambia and Iran.

Without exception, a strong need is felt in all countries for research to be carried out in adult literacy related fields.

All countries except Tunisia have clearly explained that the real bottleneck (the shortage of research) is due to the lack of trained personnel and financial resources.

I. Research

Table IX

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Is there any experimental research in adult literacy?		x	-	x	x	-	x	x	x	x
Are any institutions involved in research?	- public	x	- x	x	x	-	x	x	x	x
	- private	-	- x	xUnv.	x Unv.	-	o	x (F.Unv.)	-	x Unv.
What type of research?	- sociological survey	x	--	x	x	-	x	o	x	x
	- cost benefit studies/increase of productivity	x	-	x	x	-	x	o	x	x
	- testing cognitive skills & effectiveness of diff.types of teachers	x	-	x	x	-	x	o	x	x
	- compiling statist.	x	-	x	x	-	x	o	x	x
	- retention	-	-	-		-	x	x	-	x
	- drop-out	-	-	-		-	x	x	x	x
Is any research study attached to the case study?		x	-	-	-	-	-	-	-	-
Is more research needed to be carried out on the a/m subjects?		x	x	x	x At state level	x	x	o	x	x
What are the bottlenecks for inadequacy of research?	- lack of trained personnel	x	x	x	x	x	x	o	x	x

Continued

Items	Countries								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
What are the bottle-necks for inadequacy of research? - lack of funds	x	x	x	x	x	x	o	x	x

Key: x : Positive answer
- : Negative answer
o : No answer

x : Due to discontinuity of literacy activities, no research has been carried out.

F. Unv. : Foreign University
Unv. : University

J. Follow-Up Literacy Programmes K. Continuing Education

Follow-up reading materials such as simple books, pamphlets linked with agriculture, vocational training, health, nutritio family planning, cooperatives, civics and religion, or special newspapers are provided for new literates.

New literates usually have to pay for follow-up reading materials and the price is such that they can afford it. Howev in Tanzania and Mali, follow-up reading materials are free of charge.

In spite of positive answers from Ethiopia, Nigeria, and Zambia, mobile libraries are scarcely available, especially in remote rural areas where proper transportation means do not exist. In countries such as Somalia, where script has recently been introduced, there is not even enough literature to provide library facilities.

Adult literacy is considered as a part of continuing education in all country reports.

Follow-up classes or programmes which are available for new literates consist basically of some:

- work-oriented evening classes, e.g. Mali, Nigeria, Somalia, Tanzania, Tunisia and Zambia;
- formal school evening classes (in order to obtain official primary school certificates), e.g. Ethiopia, Ivory Coast, Mali, Nigeria, Tunisia and Iran;
- correspondence courses as a means for continuing education are used in Nigeria by some commercial firms, in Tanzania its implementation is also foreseen;
- radio or TV programmes are mentioned in all case studies for continuing education.

Participation in continuing education programmes in Iran and some evening classes in Tanzania is not free of charge

The trend of adults who continue their education after having finished literacy classes is not systematically reported. In Ethiopia it is estimated that around 25 per cent and in Nigeria about 20 per cent of new literates follow up their education.

J. Follow-Up to Literacy Programmes K. Continuing Education

Table X

Items		Countries								
		Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Are reading materials available for new literates?	- books	x			x some	x	x	x	x	x
	- pamphlets	x	x	x	x some		x	x	x	x
	- newspapers	x	Fore-seen	x	x		x	x	x	x
Are follow-up reading materials paid for?		x	x	x some	x	x	x some	o	x	x
Do new literates have access to mobile library?		x	x	-	x some	-	x	o	x	-
Is literacy a part of continuing education?		x	x	x	x	x	x	x	x	x
Are follow-up courses provided for new literates?	- work-oriented evening classes			x	x	x	x	x	x	
	- formal school evening classes	x	x	x	x		x	x		x
	- correspondence courses				x commerc	x	x			
	- radio, TV programmes	x	x	x	x	x	x	x	x	x
Do new literates have to pay for these classes?		o	-	-	x some	o	x some	o	-	x
Do adults continue their education after lit. classes? If so, how many?		25%	o	x	about 20% in cities	x	x[1]	o	x	x

Key:
x : Positive answer
- : Negative answer
o : No answer

[1] Correspondence evaluation about 20.000

L. Summing Up

The major accomplishment in adult literacy during recent years in relation to the growing consciousness of the need for life-long education is reported by different countries as follows:

A change in the adult literacy approach wherever functional literacy was experimented through the introduction of functional literacy to basic literacy. In Somalia, due to literacy activities being only recently undertaken, not much assessment could be noted.

Establishment of a national council or centre for adult education and functional literacy as an official body responsible for harmonizing all literacy activities. This achievement, in Nigeria and Iran, is considered as being another successful action realized in the field of adult literacy during recent years.

As regards the intensive training centres for follow-up programmes, there are hardly any specialized institutions established. The Ivory Coast is the only case which has foreseen the establishment of the poly-valent socio-cultural centres, where participants will have access to different fields of their interest through workshops, training courses and libraries.

Seven reports out of ten have stated that the lack of financial resources is one of their major problems, (Ethiopia, Ivory Coast, Mali, Nigeria, Somalia, and Zambia).

In addition, the shortage of skilled personnel and adequately trained teachers is stressed by Ethiopia, Nigeria, Somalia, Zambia and Iran.

Lack of an effectual educational system, the absence of a realistic national philosophy (in Nigeria), slowness in the translation of the declared policy to field operations, and the lack of full comprehension of new concepts related to functional literacy (in Iran), are some multi-causal bottlenecks in the advancement and harmonization of literacy activities.

Poverty and nomadism of 75 per cent of the total population (in Somalia) and rural exodus (in Mali) are other problems raised by the above-mentioned countries.

L. Summing Up

Table XI

Items	Countries								
	Ethiopia	Ivory Coast	Mali	Nigeria	Somalia	Tanzania	Tunisia	Zambia	Iran
Major accomplishments in adult literacy in recent years:									
- Change of adult literacy approach by introduction of functional literacy to basic literacy	x foreseen		x	x	Lit. activities are recently undertaken	x**	x	x	x
- Establishment of a national council (centre) for adult education & functional literacy		x		x in 1971					x 1973
- Establishment of intensive training centres for follow-up programmes		x foreseen		-					
Major problems hampering the promotion of adult literacy:									
- Lack of financial resources	x	x	x	x	x	x	o	x***	
- Lack of skilled personnel	x	x	x	x	x	x	o	x	x
- Lack of effective system of education (absence of realistic national policy, lack of understanding of functional literacy concepts)		x		x			o		x

10.3. BIBLIOGRAPHY

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Part II Selected Project Bibliographies

PART I

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The French Version of the Report - DOK 700 A/b - is available from the International Institute for Adult Literacy Methods, POB 1555, Teheran / Iran

AIMS AND PRINCIPLES OF GERMAN DEVELOPMENT POLICY

In keeping with the United Nations Strategy document, and as the aim for the Second Development Decade, the Federal Government endeavours to promote economic and social progress in the developing countries in a system of world-wide partnership, in order to improve the living conditions of the population in these countries. This is also in the Federal Republic of Germany' s own interest. Economically, this creates the preconditions for an expanded exchange of goods and services in the interest of both sides. Effective development policy strengthens the international position of the Federal Republic of Germany. In the long term, it increases the chances of securing peace.

Development policy, therefore, fits into the overall policy of the Federal Republic of Germany and into the network of its foreign relations. Development policy can only be successful if it endeavours constantly to balance the interests of all concerne in cooperation with the developing countries, the other donor countries as well as with international institutions and organizations. It is of no value as an instrument of short-term foreign policy considerations.

The Federal Government is not seeking to impose its own political, social or economic policy ideas on the developing countries. In close cooperation with the country concerned and with other aid-givers, it decides which measures it will support according to its possibilities, its ideas and its instruments of aid.

(Development Policy Concept of the Federal Republic of Germany for the Second Development Decade, Bonn 1971, p.9)

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A Contribution to Literacy Day, 1974

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- Contents and Methods of Functional Literacy
- Planning and Organization of Functional Literacy
- Implication of the Experiences Gained from Pilot Projects for Large Scale Programmes
- Country Reports
- General Synthesis of Adult Education Activities
- Bibliography

416

DOK 700 A/a IIA-IT 3/73